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ABSTRACT

The first sections of this Master Plan outline the history of the Illinois Public Community College System and its mission and scope. The next section deals with enrollment projections in terms of the changes in the state's population, and implications for enrollments; the decreasing college-going rate of high school graduates; increased competition for students; economic conditions; recent enrollment trends; and the enrollment projections of the Community College Board and the colleges. The Plan provides for increases in the following areas: cooperative educational arrangements, training programs in new and existing industries, educational services to academically disadvantaged students, and continuing education programs for adults and senior citizens. Community college educational outcomes are considered in terms of instructional areas, community education/non-credit courses and their outcomes, community services, outcomes in instructional areas, comparison of credit hours generated by the colleges, and educational outcomes from follow-up studies and the statewide transfer study. Personnel requirements and salary costs, both current and projected, are examined, and operating finance requirements and funding plans are presented. In addition, capital finance and facilities are discussed, and alternatives to the present criteria for capital construction are offered. Data tables are included. (MB)

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ILLINOIS COMMUNITY COLLEGE BOARD

STATEWIDE MASTER PLAN

FOR THE PUBLIC COMMUNITY COLLEGES

OF ILLINOIS: RAMP/CC 1979

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APPROVED BY THE ICCB ON MARCH 16, 1979

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March, 1979

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HIGHLIGHTS OF THE ICCB STATEWIDE MASTER PLAN : RAMP/CC 1979

In this year's ICCB Statewide Master Plan, the ICCB staff has made a special effort to analyze the implications of the decline in the traditional college age population on the public community colleges of Illinois. This decline in the college age population was caused by a downward trend in the number of live births from 1959 through 1977 and a net loss due to out-of-state migration from Illinois. Although the downward trend in the college age population in Illinois will begin in 1979 and will be gradual over a period of years, this age group will decrease 20% from the present levels by 1989. Community colleges will be affected directly by lower enrollments of full-time, on-campus, daytime students which may greatly impact many traditional functions and programs within the community colleges. Community colleges will be affected indirectly by increased competition for high school graduates with universities and proprietary schools. However, the community colleges have many advantages to cope with these changing conditions. The occupational/career programs will continue to attract a larger proportion of students and the unique ability of the community colleges to provide remedial/developmental education to adults will enable them to serve a very large potential market. At the same time that the 18 to 24 age group will be decreasing, the population 25 to 49 will be increasing significantly. The community colleges already enroll sizeable proportion of students from these older age groups and may be able to increase their services to this growing number of adults even more in the future. Changes in the community colleges' programs and services will be necessary to accommodate these additional non-traditional students. Although there is still time, planning at both the state and local levels to prepare for this gradual change in the number of people by age categories needs to start immediately so that the community colleges of Illinois will be able to adequately serve the educational needs of the people in their communities.

The following items are highlights of the ICCB Statewide Master Plan RAMP/CC 1979:

1. The student enrollments in the public community colleges are projected to stabilize during the next five years with a peak in student headcount of 332,372 projected for FY1983 and a peak in annual FTE of 169,000 projected for FY1980. These projections made by the ICCB staff are based on a projected decrease in the number of people ages 17 through 24 but an increase in the number of people ages 25 through 49, increased competition for high school graduates from four-year colleges and universities, and a lower college going rate of high school graduates in Illinois during the past three years. The composition of community college enrollments is expected to change in the following ways:

   a. The number of full-time students will continue to decrease while the number of part-time students will continue to increase;

   b. The number of students enrolled in baccalaureate programs is likely to decrease;

   c. The number of students enrolled in occupational/career programs is likely to remain at present level or increase slightly;

PREFACE

The Illinois Community College Board has been involved in statewide planning as one of its statutorial roles as the coordinating board for Illinois community colleges (Section 102-12a of the Illinois Public Community College Act). The statewide master plan, as reflected in the Resource Allocation and Management Plan for Community Colleges, (RAMP/CC), is a part of that on-going planning function. Previous planning efforts, such as the facilities master plans of the late 1960's and the comprehensive master plan requested in 1973 for each college, have periodically been initiated by the ICCB office primarily for space and fiscal study purposes. Surveys of enrollments and vocational needs have been routinely included in the ICCB reporting system.

The RAMP/CC documents submitted by each community college were the primary source in developing the statewide master plan. RAMP/CC is considered as a longitudinal planning vehicle to reflect the historical, the current, and projected years of operation. The tables generally incorporated historic, current, and projected data on student enrollments, programs, personnel, facilities, financies, and education outcomes.

Preparation of the statewide master plan is a coordinated team effort involving almost every staff member at the ICCB. Each division has prime responsibility for the section of the master plan pertaining to that area. This is similar to the preparation of the local community colleges' RAMP/CC documents by the various community college personnel which generally includes all the top administrators, division heads, directors, college committees, faculty, and students. Every effort is made to insure that the various sections all tie together and utilize the same basic assumptions such as enrollment projections, inflation rates, and available resources.

In this year's ICCB Statewide Master Plan, the ICCB staff has made a special effort to analyze the implications of the changing population patterns on the public community colleges of Illinois. This decline in the traditional college age population which is coming in the next few years is very real because it is based on people already in the elementary and secondary schools. After 1979 there will be a steady decline in the number of high school graduates produced each year for the next decade.

It is certain that the implications of a lower population of traditional college going ages will effect many aspects of the community college programs in many different ways. Fortunately, the community colleges are institutions which have responded to changing conditions very rapidly in the past and still have the flexibility to continue to change in the future. The decline in the traditional college age population will be very gradual over the next few years allowing time for adequate planning at all levels. The viability of the community colleges in Illinois will depend more on how well they can perform their mission in providing needed educational services to the people within their communities and not on simply serving more people.

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d. The number of students enrolled in basic adult education and remedial education is likely to increase substantially;

e. The proportion of community college students over age 25 will increase substantially. (See pages 3 - 17 for details.)

2. The educational programs and services presently provided by the community colleges which have excellent potential for further development during the next five years are as follows:

a. Increased use of cooperative educational arrangements with the other community colleges, private technical schools, four-year colleges and universities, and other agencies such as CETA;

b. Increased programs for the training and re-training for employment in new and existing industries;

c. Providing increased educational services to academically disadvantaged students;

d. Increased continuing education programs for adults including services for senior citizens;

e. Increased emphases on maintaining high quality and improving the existing quality of education in all program areas. (See pages 18 - 23 for details.)

3. The public community colleges reported enrolling over 630,000 students annually in credit programs, over 160,000 students annually in non-credit community education classes, and over 660,000 participants annually in community services activities during the past year. In addition, the community colleges awarded 19,830 associate degrees and 16,067 certificates to students completing educational programs in the community colleges. Results from statewide follow-up studies showed that community college transfer students are successful at the four-year colleges and universities, and that former occupational/career students are successful in obtaining employment and are very satisfied with their careers. (See pages 24 to 31 for details.)

4. The shift in enrollments to predominately part-time adult students attending college primarily in the evenings will make it necessary to make appropriate changes in personnel and in their work schedules. For example, more faculty, counselors, admissions clerks, and academic advisors may be needed during evening hours and fewer during daytime hours. In addition, to provide services such as student records, which increase the same whether the student is part-time or full-time, additional personnel or automation will be required. The work schedules of faculty and other college personnel may need to change greatly from the traditional 8 a.m. to 5 p.m. schedule to a variable schedule each day of the week to insure that the necessary college services are provided to the increasing number of non-traditional students during the hours that they can use the services. (See pages 32 to 37 for details.)

5. A projection of the state operating finance resources required during the next five years for the public community colleges in Illinois based on the enrollment projections in this document and utilizing the present "Blue Ribbon" formula showed an increase in the ICCB credit hour grants from $107.1 million (32.3% of the total resources required) for FY1980 to $168.4 million (37.8% of the total resources required) for FY1984. As calculated in the formula, the contribution from local taxes was projected to increase from $91.1 million (27.5% of total resources required) in FY1980 to $121.2 million (27.2% of total resources required) in FY1984 due primarily to an assumed 5% annual increase in EAV. Hence, the state credit hour grants increased at a rate higher than the 6.5% assumed annual inflation rate while local revenue increased at a rate lower than the inflation factor even while the enrollments were projected to decrease from 169,000 FTE to 166,000 FTE. (For details see pages 38 - 48.)

6. Although only a small number of community colleges can meet the enrollment justifications to qualify for capital construction funds from state sources for new buildings, many colleges have need for essential core facilities such as libraries and specialized facilities to house certain programs. Hence, alternatives to the present criteria for capital construction are being studied so that these essential facilities can be constructed. (See pages 49 to 57 for details.)

INTRODUCTION

Planning for the continuing growth and development of the community colleges in Illinois has gone on for many years and has been supported by the Illinois Community College Board, the Illinois Council of Public Community College Presidents, the Illinois Community College Trustees Association, and the Illinois Board of Higher Education. During 1972, representatives of the above mentioned groups developed a statement of guidelines for statewide and local planning entitled, "Community College Planning: A Local and State Board Responsibility". These guidelines were approved by the Illinois Community College Board on December 15, 1972. Since 1975, the community colleges have been completing the Resource Allocation and Management Plan (RAMP) document required by the IBHE and the ICCB annually. The Resource Allocation and Management Plan for community colleges provides a framework for planning by local districts and state agencies, provides a system for reporting comparable information about the needs and resources of Illinois community colleges, and serves as an official request for state appropriations for capital improvements. When summarized at the state level, RAMP data provides comparative information useful to local districts and essential information for the coordination, planning, and budgeting responsibilities of the ICCB and the IBHE.

The conceptual framework of RAMP includes the Mission and Scope, Technical Plan, and Resource Requirements Plan. The Mission and Scope component defines the goals of a community college. The Technical Plan component identifies the activities proposed to achieve these goals. The Resource Requirements Plan explicitly states the resource implications of the Mission and Scope and Technical Plan components. A feedback loop is provided by examining the educational outcomes which are used to clarify the goals and objectives and to re-evaluate the technical plans and educational programs. This ICCB Statewide Master Plan parallels the community colleges' Resource Allocation and Management Plans and utilizes the input from the colleges' RAMP/CC documents. In addition to the data obtained from the local colleges, other sources of data such as the U. S. Bureau of the Census report on population patterns and characteristics and the State of Illinois Office of Planning and Analysis manpower projections for Illinois were also utilized. The statewide plan also attempts to address itself to the present and future needs of society in the State of Illinois. This statewide master plan emphasizes the interdependence of all educational resources necessary for educational planning. This is done by providing a description and analysis of the present status, a consideration of current and future needs, and a projection of future programs, student enrollments, personnel, facilities, fiscal resources, and educational outcomes.

History of the Illinois Public Community College System

The Illinois public community college system came into existence by legislative enactment on July 15, 1965. House Bill 1710, popularly known as the Illinois Public Junior College Act, was an outgrowth of the 1964 Master Plan Phase I published by the Illinois Board of Higher Education. This legislation, with subsequent amendments, was the basis for the present system of public community college districts in Illinois.

Even prior to 1965, however, Illinois had nineteen public junior colleges, consisting of twenty-six campuses. One of these, the Joliet Junior College, was founded in 1901 and is generally regarded as the birthplace of the public junior college concept in the nation. The public junior colleges in Illinois, prior to 1965, were generally attached to local public schools and were an extension of the high school, although several areas established separate community college districts in the early 1960's.

With the passage of the Illinois Public Junior College Act, the community college districts were established seaprately from the public school districts, with their own governing boards, separate tax rates, and clearly identified as a distinct part of the higher education system of the state. During the period immediately following the passage of the Illinois Public Junior College Act, the existing public junior colleges in Illinois reorganized into the comprehensive community colleges specified by the Act. In addition, many new community college districts were formed during this period.

In 1973, the title of the act and the name of the state coordinating board were officially changed by replacing the work "junior" with "community" so that from 1973 on, reference is made to the Illinois Public Community College Act rather than the Illinois Public Junior College Act and to the system as the Illinois Public Community Colleges.

As a result of legislation passed for the annexation/new district formation (Senate Bill 1188 passed in 1971 and amended in 1972) 163 public school districts in Illinois were brought into the Illinois community college system. Several additional school districts have voluntarily annexed to a community college district since Senate Bill 1188 activities. At the present time only 40 public school districts in Illinois are not a part of a public community college district. The community college system contains thirty-eight locally governed and locally supported community college districts and one experimental community college districts in East St. Louis which is governed by a board of local citizens appointed by the governor. These thirty-nine community college districts (fifty-one separate colleges) cover over 92% of the state's geographic area and serve over 95% of the state's population. During the past year the colleges enrolled over one-half million students in credit and non-credit courses.

MISSION AND SCOPE

The Mission and Scope of Illinois public community colleges has been addressed and detailed in written form by the Illinois Board of Higher Education (IBHE) in Master Plan: Phase IV and by the Illinois Community College Board (ICCB) in their position paper "Philosophy and Purposes for the System of Public Community Colleges of Illinois". Both of these papers have identified the following six basic missions of comprehensive public community colleges in Illinois:

1. Provide the first two years of baccalaureate education consisting of liberal arts, sciences, and pre-professional fields designed to prepare students for transfer to four-year colleges and universities and/or designed to meet individual educational goals.

2. Provide career education, including occupational, vocational, technical, and semi-technical fields designed to provide job training, retraining, and/or upgrading of skills to meet individual, local, and state manpower needs.

3. Provide general studies, including preparatory or developmental instruction, adult basic education, and general education designed to meet individual educational goals.

4. Provide community education, including non-credit adult continuing education classes, designed to meet individual educational goals.

5. Provide public service activities of an educational nature which may include workshops, seminars, forums, cultural enrichment, community surveys, facility usage, and studies designed to meet community service needs.

6. Provide student support services designed to reflect the programmatic development and direction of the institution, including but not limited to, admissions, counseling, testing, tutoring, placement, and special assistance for disadvantaged students.

ENROLLMENT PROJECTIONS

All planning in the community colleges is highly dependent on the nature, distribution, and characteristics of future student enrollments. Student enrollments have a direct effect on future program needs, future personnel resource requirements, and future financial resources. Hence, enrollment projections in the community colleges are very essential for educational planning.

Enrollment projections in community colleges are very difficult to project with precision because of the great proportion of part-time older adults that constitute the student body. The enrollment of older adults is very sensitive to the availability of employment and the economic returns from attending higher education. Projections of full-time day student enrollments in the community colleges can be done with much precision when historic trend data and high school enrollments within each college district are utilized. However, only 25% of the students in the community colleges are full-time day students and 75% are primarily part-time and evening students.

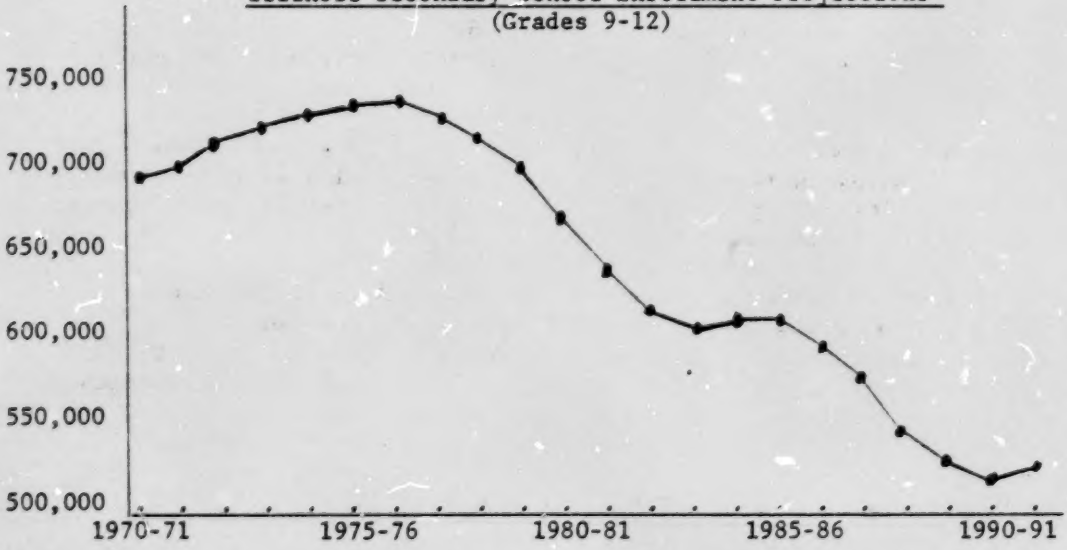
Change in Population

One of the most significant factors affecting future enrollments of full-time day students in the public community colleges of Illinois is a decline in the number of people below eighteen years of age in Illinois. This decline was due to a decrease in the births from 1959 through 1977 caused by a declining number of child-bearing age females and a declining birth rate. This change in population is nationwide in scope and has resulted in decreased elementary and secondary school enrollments in each of the 50 states although the amount of the decrease varies greatly by state. Illinois has a net out-of-state migration loss according to the U. S. Bureau of the Census which makes the decline in births even more pronounced.

This change in population is not something that is just predicted, it has already taken place. The impact has been most noticeable in the elementary school enrollment during the past several years. This past spring (1978) marked the first decline in the number of high school graduates in Illinois. High school enrollments in Illinois are projected to decline through 1991 at which time they are expected to be 28% below the peak enrollment experienced during 1976-77. The table below shows the high school enrollments in Illinois projected through 1991-92 by the Illinois Office of Education for the State Board of Education.

Figure 1:

Illinois Secondary School Enrollment Projections*
(Grades 9-12)



* Projections are based on actual live births. Taken from a report issued by the State Board of Education - August 1978.

Although the population of persons age 18 and under has decreased substantially in Illinois at the present time, other age groups are increasing. These shifts in populations of various age groups will have significant impact on higher education during the next five years. Although age groups below 24 will decrease substantially, the age group 25 through 49 will increase substantially. The number of persons age 30 through 49 will increase by 14% over the next five years. These increases in older adult population have significant implications for certain programs in the community colleges. Table 2 on the next page shows the projected population changes in Illinois from 1980 to 1985 by age categories.

Table 1

ILLINOIS POPULATION CHANGE FROM 1980 TO 1985 BY AGE CATEGORIES

Age Categories	Five Year Change in Percent
17 - 19	-11.0%
20 - 24	- 5.0%
25 - 29	+ 8.5%
30 - 49	+14.0%
50 - 64	-5.6%
65 and Over	+4.9%

Taken from Illinois Population Projections: Revised, 1977
State of Illinois Bureau of the Budget, September, 1977

The table below shows the distribution of community colleges fall enrollments by age categories. This table shows the distribution of both headcount and FTE enrollments. Note that the group of students 19 or less makes up 24% of the total headcount but 38% of the total FTE. This indicates that this group consists primarily of full-time students.

Table 2

DISTRIBUTION OF FALL 1978 COMMUNITY COLLEGE ENROLLMENTS BY AGE CATEGORIES

Age Categories	Headcount	FTE
19 or less	71,901 (24%)	48,811 (38%)
20 - 24	78,237 (27%)	35,381 (27%)
25 - 29	47,240 (16%)	17,564 (14%)
30 - 49	73,650 (25%)	23,095 (18%)
50 - 64	17,792 (6%)	2,871 (2%)
Over 65	5,782 (2%)	1,319 (1%)
Total Known Age	294,602	129,041
Unknown Age	27,765	16,015
TOTAL	322,367	145,053

Implications for Community College Enrollments

The present decline in the population under age 18 will result in a smaller population of traditional college age students ages 18 through 23 in the next five years. Although community colleges enroll a large proportion of older students, the decline in the traditional college age population is projected to have a major impact on the full-time day enrollments which account for approximately 25% of the headcount students enrolled in public community colleges but constitute over 50% of the total FTE enrollments. Hence, if the community colleges do not increase substantially the proportion of these age groups that they presently enroll, they will experience future declines in full-time day student enrollments. The continued strong demand for occupational/career programs and the large increase in the 25 to 49 age group population should offset some of the decline in the 18 through 24 age group enrollments. The community colleges will have to be able to accommodate this older population with appropriate educational programs to take advantage of this potential, however. Otherwise, the decreases in enrollments will be very significant.

College Going Rate of High School Graduates Decreasing

Although precise follow-up data on the percent of high school graduates in Illinois who enter colleges and universities in the state are not available, an analysis of available data reveals that this percentage has decreased by nearly ten percent since 1974. Table 3 on the next pages compares the number of high school graduates in Illinois each Spring with the number of students 18 years old or less enrolled in institutions of higher education in Illinois in the Fall for each year from 1974 through 1978. This analysis shows that the proportion of all higher education students in Illinois 18 or less to the number of high school graduates in Illinois has decreased from 57.1% in 1974 to 47.4% in 1978. The proportion of community college students in Illinois 18 or less to the number of high school graduates in Illinois has also decreased from 29.2% in 1974 to 20.4% in 1978. Although this analysis is only an estimation of the college going rate of high school graduates, it does seem to indicate that more high school graduates are entering the labor force and are deferring their college education.

Freeman and Hollmon[1] (Change Magazine September, 1975) found that between 1969 and 1974 the proportion of 18-19 year old men enrolled in higher education fell from 44.0% to 33.4%. They atrributed the reason for this decline as resulting from a decrease in relative incomes and starting salaries of college graduates which in turn caused the rate of return on the college investment to fall from 11% - 12% in 1969 to 7% - 8% in 1974. It seems that similar economic conditions are prevalent at this time. Although it must be pointed out that fields such as in engineering and computer sciences have been exceptions to the general rule and had very good markets and continue to attract many students.

This explanation of decreased college going rate would apply to the baccalaureate programs at the community colleges but would not be appropriate for many occupational/career programs which are offered. Most of the community college occupational/career programs have experienced excellent placement rates for their graduates and have produced a very high rate of return on the investment in college for the students.

Increased Competition for Students

Table 4 on page 8 shows that the number of full-time students enrolled in all program areas in the community colleges of Illinois has decreased by 17.7% in three years and the number of bacclaureate students both full-time and part-time has decreased by 5.6% during the same time. Table 3 on page 8 shows that the proportion of Illinois higher education students 18 years old or less enrolled in community colleges has decreased from 51.2% in 1974 to 43.0% in 1978. Hence, in addition to the college going rate of high school graduates decreasing the community colleges have experienced increased competition for high school graduates and are enrolling a lower proportion of these students than they did in 1975.

[1] Freeman, Richard and Hollmon, Herbert J. "The Declining Value of College Going", Change Magazine, September, 1975, pp. 24-31 and 62.

TABLE 3

ENROLLMENT DATA FOR APPROXIMATING THE COLLEGE GOING RATE OF ILLINOIS HIGH SCHOOL GRADUATES TO ILLINOIS INSTITUTIONS OF HIGHER EDUCATION FROM 1974 to 1978

	1974	1975	1976	1977	1978
Number of High School Graduates	160,205	161,498	164,093	164,159	162,159*
Number of Fall Term Students 18 or Less Attending Illinois Institutions of Higher Education **	91,451	89,822	87,724	87,688	76,871
Ratio of College Students 18 or Less To Number Of High School Graduates in Percent	57.1%	55.6%	53.5%	53.4%	47.4%
Number of Fall Term Students 18 or Less Attending Illinois Community Colleges	46,788	43,445	40,242	42,086	33,088
Ratio of Community College Students 18 or Less to Number of High School Graduates in Percent	29.2%	26.9%	24.5%	25.6%	20.4%
Percentage of All Illinois Higher Education Students 18 or Less Attending Illinois Community Colleges	51.2%	48.4%	45.9%	48.0%	43.0%

* Includes actual data for the public high schools and estimates based on previous year for the private high schools in Illinois.

** Students of unknown or unreported age were prorated into the various age groups based on the proportions established for those students whose ages were reported.

Table 4

ENROLLMENTS OF FULL-TIME AND BACCALAUREATE HEADCOUNT STUDENTS IN ILLINOIS PUBLIC COMMUNITY COLLEGES SINCE FALL 1974

Type of Student	Fall 1974	Fall 1975	Fall 1976	Fall 1977	Fall 1978
Full-Time Student (All Programs)	78,865	100,409	94,657	94,766	82,606
Percent Change From Peak Year	-- %	Peak	-5.7%	-5.6%	-17.7%
Baccalaureate Student (Full-Time & Part-Time)	95,942	109,566	106,625	102,843	103,462
Percent Change From Peak Year	-- %	Peak	-2.7%	-6.1%	-5.6%

Unemployment Rates and Economic Conditions

Community colleges have experienced a great degree of enrollment fluctuations due to various economic conditions and the unemployment rate. It seems that the enrollment of older students, many of whom attend college on a part-time basis, is particularly affected by such conditions. During the last recession which occurred during 1974 and 1975 a sharp increase in the unemployment rate in Illinois which rose from 4.4% during September 1974 to 7.0% during September 1975 was accompanied by enrollment increases of over 20% in the Illinois community colleges.

Table 5 on the next page compares the community college enrollments with the number of high school graduates and the September unemployment figures for Illinois from 1972 through 1978. A correlational analysis was performed on these data to determine the degree of relationship between unemployment rates and community college enrollments. The results showed that the degree of relationship between the number of unemployment and community college enrollments was relatively high and positive (+.79 with part-time enrollment and +.93 will full-time enrollment).

A fundamental problem in projecting enrollments based on economic conditions and unemployment rates is that accurate well-accepted projections of long term future economic conditions and unemployment rates are unavailable. Hence, although we can expect community college enrollments to be impacted significantly by economic conditions and unemployment rates we do not have the capability of forecasting these impacts at this time.

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Table 5

COMPARISON OF FULL-TIME AND PART-TIME STUDENT ENROLLMENT IN PUBLIC COMMUNITY COLLEGES WITH NUMBER OF HIGH SCHOOL GRADUATES AND NUMBER OF PERSONS UNEMPLOYED IN ILLINOIS FROM 1972 THROUGH 1978

Year	Number of H.S. Graduates	Number Unemployed in September	Rate	Community College Full-Time Enrollment (Fall)	Community College Part-Time Enrollment (Fall)
1972	161,361	239,000	4.9	74,226	111,102
1973	159,154	220,000	4.5	76,688	148,264
1974	160,205	220,000	4.4	78,865	178,500
1975	161,498	349,000	7.0	100,409	215,342
1976	164,093	321,000	6.5	94,657	229,929
1977	164,159	329,000	6.3	94,766	235,012
1978	162,159	299,000	5.6	82,606	239,761

Measure of Relationship (Correlation by Pearson R)* Between Variables

Variable #1		Variable #2	Pearson R
Number of High School Graduates	-	Full-Time Enrollment (Fall)	.66
Number Unemployed in September	-	Full-Time Enrollment (Fall)	.93
Number of High School Graduates	-	Part-Time Enrollment (Fall)	.67
Number Unemployed in September	-	Part-Time Enrollment (Fall)	.79

* Pearson R correlation of +1.00 is the strongest positive relationship, R = 0 indicated no relationship, and R = -1.00 indicated the strongest negative relationship.

Page Corrected March 16, 1979

Recent Enrollment Trends

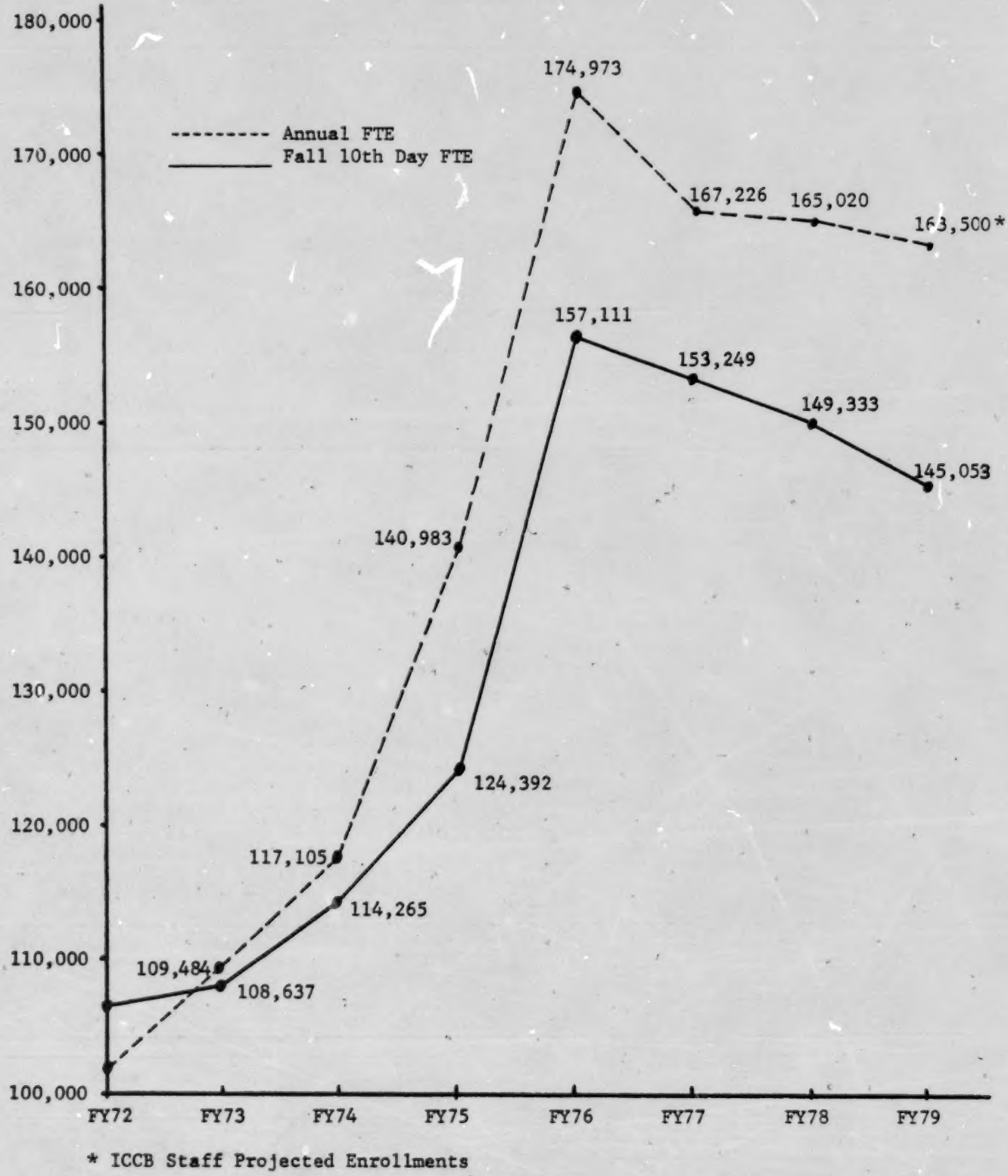
In making enrollment projections it is important to analyze the enrollment trends in recent years and to study the relationship of fall term (10th Day) enrollment to annual apportionment FTE (total number of student semester credit hours generated based on midterm cumulative counts divided by 30). The table below shows a summary of the fall term headcount, fall term FTE, and annual apportionment FTE from FY1974 through FY1979. Figure 2 on the next page shows the relationship of annual apportionment FTE with fall (10th Day) FTE. Using this relationship the 10th day fall term FTE can be used to project the annual apportionment FTE. One unusual occurrence that greatly affected FY79 enrollments in the community college was the faculty strike during the first three weeks of the fall term at City Colleges of Chicago. Although the exact impact of the strike on fall enrollments is unknown, City Colleges of Chicago revised their projections of annual apportionment FTE for FY1979 downward after the strike was settled and 10th day enrollments were counted. This unusual occurrence which affected nearly one-third of the annual FTE produced in the public community colleges of Illinois must be treated as an exception in analyzing the enrollment trends. For the purposes of establishing realistic trend data the ICCB staff is assuming that the public community colleges would have enrolled 5,000 more fall headcount students and 2,500 more fall FTE during FY1979 if the City Colleges of Chicago faculty strike had not occurred.

Table 6

SUMMARY OF ENROLLMENTS IN ILLINOIS PUBLIC COMMUNITY COLLEGES FROM FY1974 THROUGH FY1979

	FY1974 Fall 1973	FY1975 Fall 1974	FY1976 Fall 1975	FY1977 Fall 1976	FY1978 Fall 1977	FY1979 Fall 1978
Fall Headcount	226,101	257,365	315,751	324,586	329,778	322,367
% Change	+23.4%	+13.8%	+22.7%	+2.8%	+1.9%	-2.3%
Fall FTE	114,265	124,392	157,111	153,249	149,333	145,053
% Change	+5.2%	+8.9%	+25.3%	-2.5%	-2.6%	-2.9%
Annual Apportionment FTE	117,105	140,983	174,973	167,226	165,020	163,500*
	+7.0%	+20.4%	+20.5%	-3.1%	-1.2%	-0.9%

* ICCB Staff Estimate



* ICCB Staff Projected Enrollments

Figure 2

A COMPARISON OF ANNUAL APPORTIONMENT FTE (MID-TERM) WITH FALL TERM (10TH DAY) FTE FROM FY1972 THROUGH FY1979

Community Colleges' Projections of Enrollments

Enrollment projections can be made most precisely at local community colleges because at this level data about the actual enrollment by grade level of each high school in the district is available, historic trend data on the proportion of graduates that enroll in the community college is also available, the exact distribution of full-time/part-time students is also known, a demand for enrollment into the various programs can be accurately made, and employment conditions as well as other external influences affecting enrollments at the college can be monitored to a much higher degree than at the state level. Hence, for each given college there is no question that the local projections should be the most appropriate. However, sometimes the local projections reflect the wishes, hopes, and desires of community college administrators rather than objective analysis of data about potential students. In these cases, the projections are not the most likely enrollments at the college but instead are the goals that are to be reached by effective recruitment programs and program planning.

Table 7 below shows the student enrollment projections submitted by the community colleges in Illinois in the RAMP/CC documents. According to these projections, the fall term student headcount enrollment is projected to increase from 322,367 in FY79 to 410,814 in FY84. The fall term (10th day) FTE is projected to increase from 145,053 in FY79 to 175,761 in FY84. The colleges' collective projections for annual apportionment FTE shows an increase from 164,918 projected for FY1979 to 180,743 projected for FY1984.

Table 7

COLLEGE PROJECTED STUDENT ENROLLMENTS IN ILLINOIS PUBLIC COMMUNITY COLLEGES (FROM COLLEGES RAMP/CC DOCUMENTS) *

	Actual FY1979	Projected FY1979	Projected FY1980	Projected FY1981	Projected FY1982	Projected FY1983	Projected FY1984
Student Fall Term Headcount	322,367	350,251	364,617	377,255	380,630	399,721	410,814
% Change	-2.2%	(8.6%)	+13.1%	+3.5%	+0.9%	+5.0%	+2.8%
Fall Term FTE	145,053	152,542	159,330	164,144	168,280	172,099	175,761
% Change	-2.9%	(5.2%)	+9.8%	+3.0%	+2.5%	+2.3%	+2.1%
Annual Apportionment FTE		164,918	171,218	174,223	176,779	178,894	180,743
% Change			+3.8%	+1.8%	+1.5%	+1.2%	+1.0%

* Taken from RAMP/CC Table 3.0 & 3.1 submitted by colleges on 8-1-78 and revised by colleges on 10-1-78.

Enrollment data for each community college showing the FY1979 enrollment data compared to the college's projected enrollment in FY1984 for the fall term (10th day) student headcount, fall (10th day FTE), and annual apportionment FTE is shown in Appendix A. Although each of the individual college projections seem to be very realistic, only a few colleges are projecting a decrease in enrollments. During the past several years many colleges have experienced decreases in both student headcount and in FTE enrollments, therefore, the ICCB staff believes that the collective state totals of the colleges projections are too optimistic unless a recession should come about in the economy.

ICCB Staff Enrollment Projections

Table 8 below shows the ICCB staff enrollment projections for the Illinois public community colleges for the next five years.

Although the ICCB enrollment projections are based on current trends, community colleges are capable of increasing the present enrollment rates by adapting to the changing population patterns and taking advantage of new opportunities. If the colleges meet this new challenge quickly there is ample market potential for substantial increase in enrollments. Illinois has millions of adults who have not completed high school and who have basic educational needs. Much opportunity exists in the training and re-training of persons for jobs in cooperation with industry also. Evidence which indicates that Illinois community colleges have not yet reached their market potential is the fact that the average community college in Illinois enrolls only 3.2% of the population in its district with a range from a low of 1.8% to a high of 9.9% while Coast Community College in California enrolls approximately 30% of its district's adult population.

Table 8

ICCB STAFF ENROLLMENT PROJECTIONS FOR THE PUBLIC COMMUNITY COLLEGES OF ILLINOIS THROUGH FY1984

	FY1979	FY1980	FY1981	FY1982	FY1983	FY1984
Fall Headcount	327,367(Adj.)*	330,198	331,712	332,267	332,372	332,040
	322,367(Actual)	+0.9%	+0.5%	+0.2%	+0.03%	-0.1%
Fall FTE	147,553(Adj.)*	148,742	148,378	147,915	146,664	145,458
	145,053(Actual)	+0.8%	-0.2%	-0.3%	-0.8%	-0.8%
Annual Apportionment FTE	167,000 (Adj.)*	169,000	169,500	168,000	167,000	166,000
	163,500 (Proj.)	+1.2%	-0.3%	-0.3%	-0.6%	-0.6%

The ICCB enrollment projections are based on the nine assumptions listed on pages 15 and 16. Assumption No. 9 assumes no change in the economic condiditions within Illinois. A recession which is accompanied by higher than usual unemployment rates could cause an increase in the enrollments beyond that projected. This type of increase would last the duration of the recession. A change in any of the other assumptions would also affect the projected enrollments.

Figure 3 on the next page shows a comparison of the projections made by the ICCB staff with the collective total of the projections made by each community college in the RAMP/CC document submitted to the ICCB.

*Adjusted FY1979 Credit Enrollment due to the Chicago Teachers Strike.

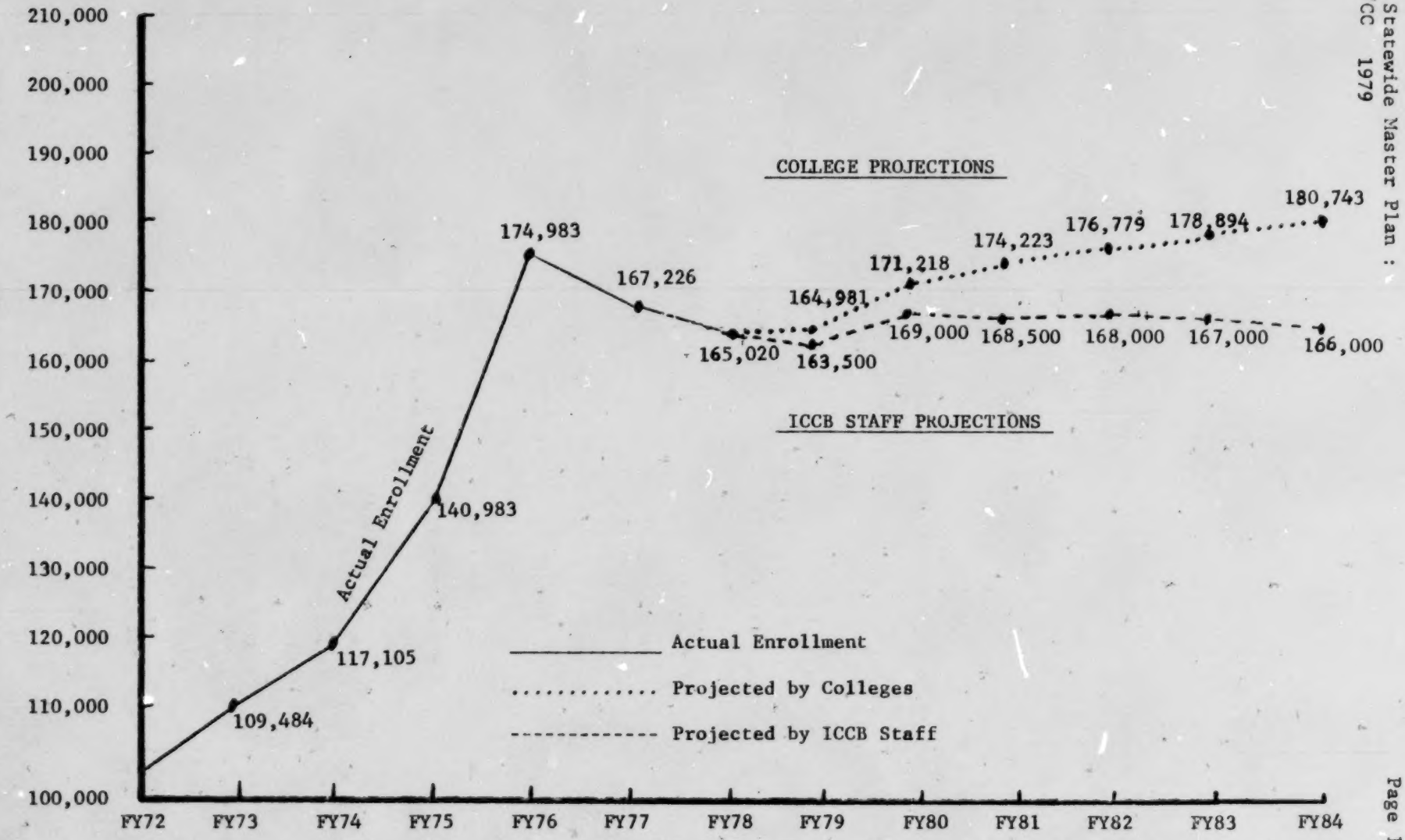


Figure 3. Actual and Projected Annual Apportionment FTE Enrollment in Illinois Public Community Colleges From FY1972 to FY1984.

Assumption 8. No major changes in employment rates or economic conditions in Illinois during the next five years are projected. Although some changes in employment rates and the economy are likely, accurate forecasts are unavailable, and hence, resulting fluctuation in the enrollments, especially of part-time students and older adults, are to be expected.

Assumption 9. No major change in funding of public community colleges or the various educational programs within the colleges is assumed. Severe funding limitations could result in lower enrollments than projected while additional funding of certain areas might result in substantially larger enrollments in those areas.

In applying the assumptions above, the first step was to begin with actual fall term FY1979 enrollments distributed by the age categories used in the population projections. Table 2 on page 5 shows this distribution for the actual fall 1978 enrollments by headcount and FTE. Column 1 in the Table 9 on page 17 shows the distribution of the FY1979 adjusted enrollments (in accordance with the Assumption No. 7) by the same percentages as obtained for actual enrollments in FY79. Since the age distribution for the Chicago Urban Skill Institute (CUSI) was unknown at the time of this projection and because CUSI enrolls a substantial number of non-traditional students in remedial/developmental and vocational/skills program areas, a separate projection was made for CUSI which was not tied to changes in population.

Applying the projection criteria to the adjusted enrollments for FY1979, the enrollment projections of each year for the next five years were obtained. Table 8 shows the projected number of fall term (10th day) FTE enrollment, and the annual apportionment FTE enrollment for FY1980 through FY1984.

It must be emphasized that a change in any of the nine assumptions listed above will cause a change in the projected enrollments. For example, if the economy slows down during the next year resulting in a recession which is predicted by many economists this would change Assumption No. 8 above and result in enrollments above those projected in this document. A recession during 1974 and 1975 caused a very drastic increase in community college enrollments during those years.

The ICCB staff projection utilized the data presented earlier about the changes in the population of various age categories in Illinois during the next five years, the age distribution of community college students, the potential of community colleges to increase enrollments of non-traditional students, the enrollment trends in recent years, and the colleges' enrollment projections to develop these overall statewide projections of student enrollments in the public community colleges of Illinois. The ICCB staff enrollment projections make use of the following assumptions:

Assumption 1. The community colleges' enrollments by age categories will change at the same rate as changes in the population by age categories as follows:

Age Group	Five Year Change
17-19	-11.0%
20-24	-5.0%
25-29	+8.5%
30-49	+14.0%
50-64	-5.6%
Over 65	+4.9%

Assumption 2. The number of full-time students will continue to decrease while the number of part-time students will continue to increase. This is justified by the trends in the last three years which showed a decrease of 17.7% in full-time students. It is also a consequence of enrolling a larger proportion of older students.

Assumption 3. The number of students enrolled in baccalaureate programs will continue to decrease because of fewer high school graduates and increased competition for these students from four-year colleges and universities.

Assumption 4. The number of students enrolled in occupational/career areas will tend to stay at about the present level which means that a large proportion of the full-time students enrolling in community colleges will be in this area. This will partially off-set the assumed loss in the baccalaureate area.

Assumption 5. Increasing services to academically disadvantaged students, and providing additional adult basic education will be necessary to enroll more non-traditional students from the older age groups. This potential increased market is assumed to offset some losses in the baccalaureate area.

Assumption 6. As a result of increased competition from proprietary schools, public schools, and four-year colleges and universities, the community colleges will become much more aggressive in marketing their programs, finding ways to increase retention rates, and assessing educational needs to maintain their present share of the college population.

Assumption 7. The faculty strike at City Colleges of Chicago during the fall term of 1978 had an unusual effect on FY1979 enrollments. Adjustments made to correct the trend data for this circumstance were 5,000 fall headcount students and 2,500 fall FTE students.

Table 9

ICCB STAFF ENROLLMENT PROJECTIONS FOR PUBLIC COMMUNITY COLLEGES BASED ON CHANGES IN POPULATION BY AGE CATEGORIES AND ADJUSTMENTS TO FY1979 ENROLLMENTS

Age Categories	FY1979	FY1980	FY1981	FY1982	FY1983	FY1984	Five Year Change
17 - 19 Fall Headcount	71,097	69,675	68,253	66,831	65,054	63,276	-11%
20 - 24 Fall Headcount	79,984	80,540	79,800	78,430	76,875	75,985	- 5%
25 - 29 Fall Headcount	47,398	48,346	49,294	50,005	50,716	51,427	+8.5%
30 - 49 Fall Headcount	74,060	76,287	78,504	80,725	82,947	84,428	+14%
50 - 64 Fall Headcount	17,774	17,596	17,419	17,152	16,974	16,779	-5.6%
Over 65 Fall Headcount	5,925	5,984	6,044	6,103	6,162	6,215	+4.9%
Chicago Urban Skill Inst.	31,129	31,775	32,398	33,021	33,644	33,930	+ 9%
Total Fall Headcount	327,367*	330,198	331,712	332,267	332,372	332,040	+1.4%
Percent Change Each Year		+0.9%	+0.5%	+0.2%	Peak Yr.+0.03%	-0.1%	
17 - 19 Fall FTE	53,684	53,147	52,073	50,999	49,389	47,779	-11%
20 - 24 Fall FTE	38,144	(38,600)	38,040	37,381	36,618	36,237	- 5%
25 - 29 Fall FTE	19,779	20,175	20,570	20,966	21,213	21,460	+8.5%
30 - 49 Fall FTE	25,430	26,193	26,956	27,719	28,482	28,990	+14%
50 - 64 Fall FTE	2,825	2,796	2,769	2,740	2,712	2,667	-5.6%
Over 65 Fall FTE	1,413	1,427	1,441	1,455	1,470	1,482	+4.9%
Chicago Urban Skill Inst.	6,278	6,404	6,529	6,655	6,780	6,843	+ 9%
Total Fall FTE	147,553*	148,742	148,378	147,915	146,664	145,458	-1.4%
Percent Change Each Year		+0.8%	-0.2%	-0.3%	-0.8%	-0.8%	
Annual Apportionment FTE	167,000**	169,000	168,500	168,000	167,000	166,000	-1.2%
Percent Change Each Year		+1.2%	-0.3%	-0.3%	-0.6%	-0.6%	

* These figures show an adjustment of 5,000 headcount and 2,500 FTE more than the actual FY1979 enrollment due to the faculty strike at Chicago City Colleges during the first three year weeks of the Fall term.

** ICCB staff projection of FY1979 annual FTE is 163,500, however, an adjustment of 3,500 FTE for unusual circumstances during FY1979 was added in calculating the next years projections.

EDUCATIONAL PROGRAMS AND SERVICES

Population statistics and several recent studies of student characteristics have implications for planners of the community college curriculum during the first half of the next decade. There are equally important implications for those who would plan for the delivery of improved student services during that period. Changes in the general population profile will result in modifications of prospective students' perceived needs, and community colleges will have new opportunities for service within the scope of their espoused missions.

During the first ten years of development, the community colleges were primarily occupied with providing for the annual flood of new full-time students emerging each year from the state's high schools. Gradually during that period, increases occurred in the percentage of high school completers attending college, and more of the college enrollees entered occupational/career oriented programs. Maximum attention to the needs and interests of this age group often placed the colleges in a position of being unable to give as much attention as they would have liked to other segments of the population. More recently increased response to educational opportunities for the adult population is in evidence. The IBHE's reported average ages of community college students by type of program for the period 1975—1977 were:

General Studies	-	31 to 32 years old
Occupational	-	26.5 years old
Baccalaureate	-	26 to 25 years old (declining trend)

(Source: Fall Enrollment Survey; Data Book 1978: Table II-3.)

The following paragraphs identify areas of service presently provided, but which also have excellent potential for further development as community colleges fully respond to all missions.

Increased Use of Cooperative Educational Arrangements With the Other Community Colleges, Private Technical Schools, Four-Year Colleges and Universities, and Other Agencies Such as CETA.

Cooperative ventures must be utilized whenever possible so that a comprehensive program offering can be achieved through the pooling of resources.

Due to the fiscal constraints of the future which must be addressed by the community college system, emphasis is increased in the area of cooperative planning and cooperative contractual agreements between community college districts. In order to prevent duplication of effort, yet provide access for out-of-district students, community colleges must cooperatively plan and implement programs to serve several districts.

The eight different types of cooperative and contractual agreements are intended to allow colleges to serve the citizens of the state with extended educational opportunities while maintaining effective, efficient and economical operations. These eight types of agreements are defined in ICCB procedures manuals, but in review include these types of agreements: (a) interdistrict, (b) proprietary, (c) consortium, (d) interstate, (e) chargeback, (f) access, (g) dual/shared, and (h) out-of-district extension.

Increased Programs for the Training and Re-Training for Employment in New and Existing Industries

A number of states have utilized the colleges' technical education component as an incentive to attract new industry and to retain existing industry in the state. The great potential of Illinois community college technical education programs for training employees for business and industry has not been fully utilized.

It is predicted that community colleges will play an important role in attracting industry to the state by providing vocational training programs for new industry. Community colleges also cooperate with industry within the state in meeting training needs for expansion of current industry. In 1978, Illinois provided grants to community colleges through the Department of Adult, Vocational and Technical Education (DAVTE) to aid community colleges in developing high impact training programs specifically developed for new or expanding industry. Illinois Community College Board staff and DAVTE staff will continue to meet with staff from the Office of Business and Economic Development and the Governor's Office of Manpower and Human Development to coordinate and discuss program possibilities for serving new or expanding industry.

Due to a changing economy, shifts in manpower needs and projected enrollment changes dictate that Illinois public community colleges must review existing programs and determine if they are still serving current manpower demands. This should include review of space utilization, equipment replacement and assignment of faculty. A system of program evaluation within the community college structure will provide information necessary for determining whether a program should expand, change emphasis or be dropped.

Another important requirement in vocational education is the necessity to remain up-to-date with industry. This involves a very close relationship between the community college and the companies served, and it should include emphases on advisory committee input, follow-up data on graduates, and employer based instruction. Maintaining currency of program to match industry needs also involves equipment replacement. Illinois public community colleges are now at a point when many existing programs have been developed for a number of years and the currently installed equipment needs to be replaced in order to keep current with that utilized in industry. Illinois currently has a way of providing initial equipment through grants, but does not provide colleges with funding for the replacement of equipment.

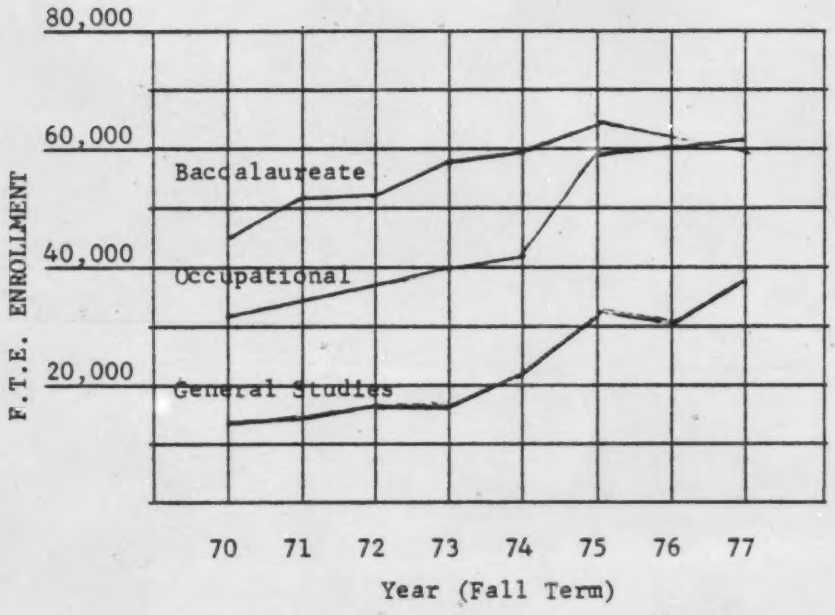
Although some studies predict declining total enrollments in Illinois public community colleges over the next five years, trends indicate that enrollment in occupational education will remain stable or increase slightly during the same period. One apparent reason for this is that occupational education serves individuals in all age categories. It provides not only entry level preparation for employment, but also provides upgrading and refresher courses for continuing education within changing occupations.

In summary, the Illinois public community colleges predict, not an enrollment decline but an enrollment shift. Illinois public community colleges have requested 221 new programs in vocational areas over the next two years. Projections indicate 64 program requests in Business, 42 programs in Health, 72 programs in Industrial Technology, 24 programs in Agriculture Technology, and 19 in Personal and Public Service areas. Beyond these two years of projected programming, it behooves us all within the community college system to seriously

begin to plan for the societal changes implicated in future energy needs versus available energy sources and energy production. The colleges have projected a total of 451 new programs to be initiated during the next 5-year period, and 12 of these are in energy related fields.

It may be noted from Figure 4 below that the enrollment trends in the occupational and adult general studies programs continue in an upward or increasing direction.

Figure 4. Community College Full-Time-Equivalent (FTE) Enrollments in Illinois - 1970 to 1977.



Source Fall Enrollment Survey, Enrollment in Institutions of Higher Learning in Illinois, 1977

Providing Increased Educational Services to Academically Disadvantaged Students

Research on achievement testing in the public schools and on learning assessment at the completion of high school or upon admission to college gives strong evidence of the needs of this population. One recent survey in Illinois indicates that about one-third of the students enrolled in community colleges have one or more academic deficiencies and could benefit from special programs designed to remedy these deficiencies.

The Illinois Office of Education's and Illinois Board of Higher Education's Joint Education Committee has adopted a resolution stating the position:

Resolution No. 4 (Adopted 9-26-78). Within the structure of post-secondary education, it is the community colleges (with their open admission policies) that should respond to the remedial needs of the postsecondary student. Community colleges have viewed and should continue to view the remedial function with equal priority to its other missions such as baccalaureate, vocational and technical education. The community college should be recognized as the postsecondary institution where deficiencies in basic skills of adults will be addressed. Degree credit should not be awarded for remedial coursework.

During the next five years, the emphasis on remedial programs at the postsecondary level should be at the state community colleges. Community colleges should be increasing their role in remedial programs while the state universities are decreasing their role during this period.

With increased attention on student skill development by elementary and secondary school districts, eventually there should be less need for remedial programs at the community college level. At this time, community colleges can begin to de-emphasize their role in offering remedial programs.

Community colleges will be expected to respond more effectively to the total population's need for survival skills. High school graduates with deficiencies in the basic competencies and/or showing evidence of not being competent at the 12th grade level in one or more areas must be remediated. Adults who have been away from school for a long time or who may not have completed high school in earlier years must be included in the planning considerations as well.

Increased Continuing Education Programs for Adults Including Services for Senior Citizens

The IBHE study of adult learners completed in 1978 indicated that there is much more potential for service to the adult population that has interest in obtaining additional education. The fact is re-emphasized that the persons motivated to continue educational activites are those which have experienced past successes. This points to the potential community colleges have for developing a continuing life-long educational relationship with the citizens in their service areas. It would seem to imply that the higher participation rates of the younger age groups in past years will lead to increasing adult participation as the cohort groups move along the continuum of age groupings used by the statisticians. The number of persons in the age groups most likely to enroll in community colleges continues to increase to 1990 as will the number of persons having higher numbers of years of formal schooling. (See Figure 5 and Figure 6 on page 23.)

Societal changes relating to the rate of change of technology, more leisure time by the week and month, more leisure time in years by virtue of retirement changes and increased life span, and the flux of the economy are appreciably affecting life styles and the daily habits of many citizens. To meet learning clients needs will require re-examination of not only what is being taught, but where and when, and by what methods of instructional delivery. Courses taught through commercial mass media cooperation should be utilized along with dedicated educational television and other innovative techniques.

Flexibility of scheduling should be a key factor in successes with new clientele.

The increased number of senior citizens in the state have many educational needs and need many services which can be best provided by community colleges. Concomitant with the impact of the needs of these older Americans is the opportunity community colleges have to train individuals in service technologies for senior citizens.

The increased number of older students showing up for service by community colleges and the increased number of part-time students dictate that areas of attention for the future should include "unbundling" of services designed and packaged for the younger full-time day student. Attention to modifications in support services can strengthen the commitment to serving adult students and the part-time students who tend to be in the adult classification. Colleges should give particular attention to the student support services and learning resources support services areas. Some successes are being achieved in other states through "unbundling" of the student fees structure and dealing in unit pricing as an alternative to package prices for services.

Increased Emphases on Maintaining High Quality and Improving the Existing Quality of Education in All Program Areas

Since community colleges serve one role as the "second chance" institutions for many students who have below average academic ability and/or below average academic achievement at completion of high school, it becomes especially important that community colleges provide excellent quality instruction using the best available methods and technology to help students achieve realistic educational goals. It is particularly important that there is a continual endeavor to improve the quality of the students educational experiences, including the area of academic advisement and career counseling. As the members of 18 to 21 year olds decline and the baccalaureate students decline, caution must be exercised to avoid any decline in the quality of these programs. Constant attention to improving quality in all programs may provide the best defense against any creeping quality decline appearing in the years ahead.

Population Projections of Specific Age Cohorts, Illinois—1970 to 1995

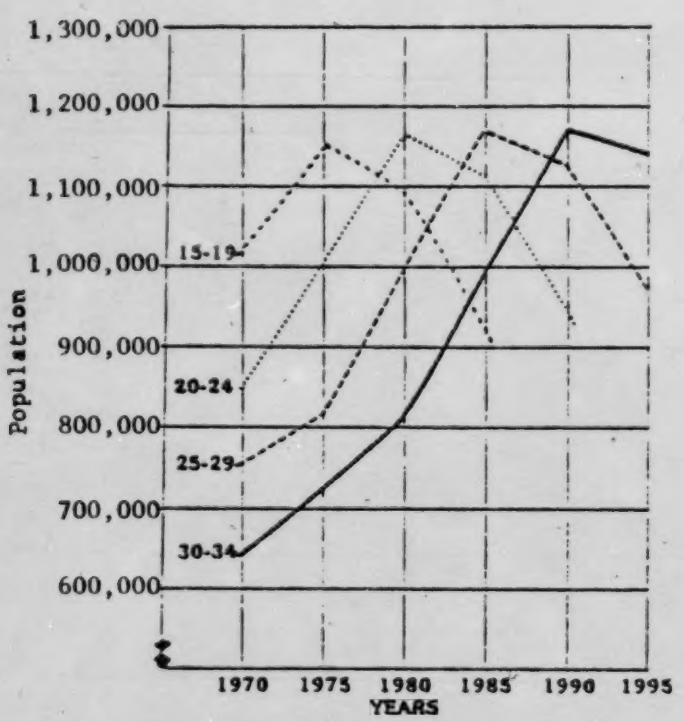


Figure 5. Source: Illinois Bureau of the Budget, Illinois Population Projections, Revised, 1976.

Participation Rates of Students in Adult Education by Highest Level of Education Completed, United States 1975.

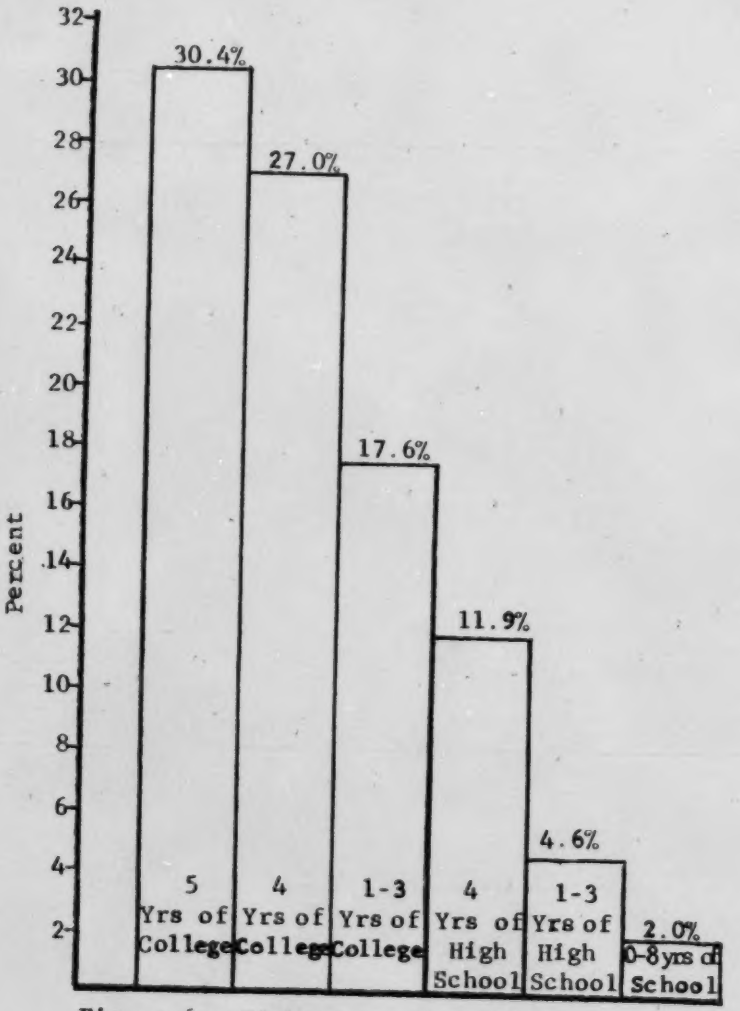


Figure 6. Highest Level of Education Completed

Source: National Center for Education Statistics, 1975

COMMUNITY COLLEGE EDUCATIONAL OUTCOMES

It is essential that community colleges identify their own educational outcomes in both objective (quantitative) and subjective (qualitative) terms. Planning should take place to achieve both quantitative as well as the qualitative educational outcomes. Although it is difficult to adequately measure the qualitative educational outcomes with our present research resources, this is no reason to either dismiss the importance of qualitative educational outcomes or to fail to measure the quantitative educational outcomes.

In traditional higher education institutions, it is common to measure educational outcomes in terms of degrees produced because indeed almost everyone enrolled in these institutions is seeking a degree. This measure, by itself, is very inadequate for the community colleges because the objectives of the majority of community college students are other than degree oriented. The objectives of community college students are many and varied. Often students achieve their objectives by finishing one course or less.

The educational outcomes of the public service programs in the community colleges certainly could not be measured in terms of degrees nor even in terms of credit hours produced since neither degrees nor credit hours are produced in this area.

The difficulty of measuring the educational outcomes in the community colleges is understandable but the need for these measures is very great. The RAMP/CC document proposed some possible measures of educational outcomes which are somewhat different than the measures used by traditional institutions. In addition to measuring the number of degrees and certificates produced, other measures of educational outcomes are the following:

Instructional Areas

1. Number of students completing degree or certificate programs;
2. Number of occupational skills completers produced;
3. Number of student credit hours produced;
4. Number of unduplicated students enrolled in courses during the year;
5. Number of duplicated student course enrollments.

Community Education (Non-Credit) Courses

1. Number of students enrolled in community education courses during the year;
2. Number of student contact hours of instruction produced;
3. Number of Continuing Education Units (A C.E.U. is defined as 10 student contact hours of instruction in non-credit courses) produced annually.

Community Service Areas

1. number of participants involved in the colleges' community service program seminars and activities (this often involves some carefully designed technique for estimation);

2. number of participant hours produced in the community service area annually.

Admittedly, the above measures of educational outcomes of the community colleges are still inadequate. However, they are much better than what is presently available and these measures are greatly needed to verify the statewide effort of the community colleges in such areas as community education and community service. Other efforts, such as the statewide follow-up studies, and the community college impact studies, are attempting to obtain other measures of education outcomes which will provide qualitative measures in several areas. Such studies are attempting to determine the objective of the students for enrolling at the community colleges and whether or not these objectives were achieved. Hence, if a student enrolls in one course to help him with his accounting skills for his job and completes the course with his objective met, he will be considered as a student meeting his objective rather than as a dropout. Follow-up studies are attempting to find out how successful the community colleges are in helping the students achieve their objectives whether these objectives are short-term or long-term.

Although adequate measures of educational outcomes in the Illinois public community colleges are presently in the developmental stage, there is a considerable effort being made to attempt to identify, define and measure at least some of the educational outcomes. Educational planning should involve not only projecting the educational outcomes, but provisions for the measuring and evaluation of these outcomes as well. Considerably more effort will have to be given to this area for the community colleges to adequately show the benefits which they provide to their students and the people in their communities. The people of Illinois, through their legislature, have an excellent record of providing needed resources which serve the educational needs of the citizens. The more objective and visible the educational outcomes are, better the case for adequate support of community colleges. The areas where the community colleges have difficulty showing educational outcomes, the public has serious doubts in providing the resources which are requested. Hence, the development of better measures of educational outcomes of the community college are essential if continued public support is desired.

Outcomes in Instructional Areas Reported in RAMP/CC

In the RAMP/CC document the Illinois public community colleges reported enrolling 547,782 students in instructional college credit course work during 1977-78 and projected an enrollment of 581,223 for 1979-80. It must be noted that over 160,000 additional students are enrolled in non-credit courses which are reported by the colleges as part of their public service function and are shown in the next section on page 26. Table 10 on the next page shows a summary of the state total reported by the community colleges in each of the instructional outcomes category comparing 1977-78 actual outcomes with colleges' projected outcomes for 1979-80. It is interesting to note that although over 4 million semester credit hour of instruction were generated by the community colleges in course instruction during 1977-78, 657,613 additional semester credit hours were awarded through the process of proficiency examinations. Hence, credit by examination makes up over 13% of the total awarded by community colleges. It must be pointed out that there is no state funding for credit by examination and very little, if any, cost is charged to the students for this service by the colleges.

Although the community colleges reported awarding 35,897 associate degrees and certificates during 1977-78, this represents only about 6% of the total annual enrollments. The community colleges serve a majority of part-time students (74%) many of whom are enrolled at the college for very short-term objectives which do not include completion of even a certificate program. Although many short-term objectives of community colleges students are satisfied by the colleges, a measure of these educational outcomes is not captured at this time. It seems that obtaining the student's intent for enrolling at the community college and the student's assessment of whether or not he completed his or her objective may be a much more meaningful measure of community college outcome than degrees or certificates awarded.

Table 10

A COMPARISON OF OUTCOMES IN INSTRUCTIONAL AREAS IN PUBLIC COMMUNITY COLLEGES FOR 1977-78 WITH 1979-1980 (DATA FROM COLLEGES' RAMP/CC DOCUMENTS TABLE 4.1)

Outcomes Measure for Credit Programs	1977-78	1979-80	Two Year Percent Change
Annual Unduplicated # of Students	547,782	581,223	+6.1%
Semester Credit Hours (Midterm)	4,144,430	4,339,054	+4.7%
Semester Credit Hours (10th Day)	4,360,515	4,564,649	+4.7%
Semester Credits by Proficiency Exam	657,613	751,379	+14.3%
Associate Degrees Awarded	19,830	22,623	+14.1%
Certificates Awarded	16,067	18,694	+16.4%
Number of Occupational Skills Completers	15,115	14,333	-5.2%

The instructional outcomes data for each public community college as reported in RAMP/CC Table 4.1 is shown in Tables 24 and 25 in Appendix B of this document.

Comparison of Credit Hours Generated by Public Community Colleges Measured at Three Different Periods

Table 11 shows the number of unduplicated students served by each community college during 1977-78 and the number of semester credit hours of instruction generated as measured by end-of-registration cumulative counts, mid-term cumulative counts, and semester credit hours completed at the end of the year. Semester credit hours completed includes all type of grades regardless of score assigned but does not include withdrawals prior to the end of the term or incompletes which are often designated by a "W" or an "I" grade. These three different measures of semester credit hours simply reflect a difference in the time which credit hours are measured. For example, end of registration counts are measures of all students enrolled in classes as of the end of the regular registration period. Any of these students that withdraw from school prior to the mid-term are excluded from the counts based on mid-term of a given semester. Likewise, any of the students that withdraw after mid-term but prior to the end of the semester or any students that take an incomplete grade are excluded from the semester credit hours completed.

Since there is considerable interest in basing the funding distribution on end-of-registration counts rather than mid-term counts, this data has particular relevance. The data in this table shows that there is a 6% drop in the number of semester credit hours generated as of mid-term as compared to the number of semester credit hours generated at the end-of-registration counts. This 6% difference is attributed to the number of students withdrawing from courses between the end-of-registration period and the mid-term date of the course. The number of semester credit hours completed is again 9% lower than the number of credit hours generated at mid-term. This 9% decrease is attributed to two factors, one being additional number of students withdrawing from the course between the mid-term date and the completion of the course. The second factor is the number of incomplete grades given such as "I" for incomplete.

Table 11

SUMMARY OF SEMESTER CREDIT HOUR GENERATED BY ILLINOIS PUBLIC COMMUNITY COLLEGES BY END-OF-REGISTRATION, MID-TERM, AND END OF TERM FOR 1977-78

		% of End of Registration
End-of-Registration Semester Credit Hours	4,360,515	100%
Midterm Semester Credit Hours	4,144,430	94%
Semester Credit Hours Completed	3,700,568	85%

Table 26 in Appendix B shows a comparison of credit hours generated at these three different periods for each of the public community colleges of Illinois for 1977-78.

Outcomes of Non-Credit Educational Programs

The community colleges also have extensive programs in the areas of community education, community service and limited programs in funded organized research which must be included when considering all outcomes of community colleges.

The organized research function in the community colleges is a very minor part in the community colleges in the state. The number of organized research projects receiving funding during 1977-78 was 20 and the amount of funding received for these projects was $16,226,000.

Table 12 below shows a summary of the annual outcomes reported by the colleges in their RAMP/CC document for the non-credit community education courses and community service activities for 1978-79. The outcome measures shown in this table are the number of students in the community education courses, the number of student course enrollments in community education courses, the estimated number of participant hours in community service activities and the estimated number of unduplicated participants in community service activities. This data shows the extensive involvment of the community colleges in community education and community service activities. For example, the community colleges served students by non-credit community education courses and 663,757 individuals participated in community service activities sponsored by community colleges.

Table 12

SUMMARY OF COMMUNITY COLLEGE OUTCOMES IN COMMUNITY EDUCATION AND COMMUNITY SERVICE PROGRAMS FOR 1978-79 (DATA FROM COLLEGES' RAMP/CC DOCUMENTS TABLE 4.3)

Outcome Measures	1978-79
Community Education	
Number of Students	162,246
Number of Student Course Enrollments	203,157
Community Service	
Estimated Participant Hours	2,179,965
Estimated Number of Participants	663,757

Table 27 in Appendix B shows outcomes reported by each community college in non-credit educational courses and community service activities during 1978-79.

Educational Outcomes from Follow-Up Studies

Many educational outcomes cannot be measured until after the student completes his education and indicates to us whether or not he was able to complete his objective for attending the community college. These types of educational outcomes are of most significance and relate very well to the mission of the community college. It is very difficult to get good measures of such outcomes, however. For this reason it is essential that a well-planned system of student follow-up studies be implemented at each community college to monitor the real student outcomes of a community college education. The Illinois Community College Board has been involved in two statewide follow-up studies of this kind. The comprehensive statewide study of community college transfer students was initiated in the fall of 1973 and was implemented for a three year longitudinal period. During the fall of 1974 a comprehensive study of Illinois public community college occupational students was also initiated. A summary of the results of these studies provide information of the following outcomes.

Summary of the Results of the Statewide Transfer Study

1. An analysis of the pre-transfer characteristics of the transfer students revealed that only 41% of the transfer students had completed the Associate Degree at the community college, and only 35% had completed the Associate in Arts or Associate in Science degrees which are specifically designed for transfer students. A sizable number of students (22%) transferred to the four-year college or university as freshmen. This analysis indicates that we cannot expect all transfer students to complete the four-year baccalaureate degree two years after transferring since a large number of students transfer with much less than two years of course work at the community college.

2. In terms of academic ability, the transfer students had an average composite ACT score of 20.0 and the pre-transfer grade point average of the students at the community colleges was 2.8 on a 4.0 scale which is equivalent to a grade of B. Both of these measures are above the national average for community college students.

3. The two measures of success after transfer used in the study were the ability of students to remain enrolled at the four-year colleges and achieve the baccalaureate degree, and the performance of the students as measured by their grade point average. The results showed that 88% of the students that transferred were still enrolled at a four-year college or university at the end of the first year. At the end of the second year, 60% of the transfer students were still enrolled, 22% had completed their baccalaureate degree, 16% withdrew from school, and 2% had been dismissed. It must be pointed out that some of the 16% that withdrew from school may be enrolled at another college or university to complete their degree, but they cannot be tracked once they leave the institutions to which they originally transferred.

4. An analysis of the performance of Illinois public community college transfer students as measured by their grade point average at the four-year institutions revealed that during the first year the grade point average of the transfer

students dropped from the 2.8 (B on a 4 point scale) at the community colleges prior to transfer to 2.65 at the senior colleges. By the end of the second year, however, the grade point average of the transfer students at the senior colleges was back up to a 2.8 average. This performance was similar to that of transfer students reported in a national study.

5. Hence, the data indicated that Illinois public community college transfer students performed well at the senior colleges. The large majority of students were able to remain enrolled at the senior institutions and the overall grade point average of the transfer students at the four-year colleges and universities was a B average. At the end of two years a substantial number of students have completed the baccalaureate degree. Since a large number of students transferred prior to completing the associate degree at the community college and because many students are enrolled at the four-year colleges on a part-time basis, many more students are expected to complete the baccalaureate degree within 3-5 years after transferring.

The detailed results of this study are reported in the document, A Statewide Follow-Up Study of Students Who Transfer From Illinois Public Community Colleges to Illinois Four-Year Colleges and Universities published by the Illinois Community College Board on September 15, 1978.

Results of the Statewide Occupational Student Follow-Up Study

1. Of those students who graduated during the first year of the study, 83.5% were employed either full-time or part-time while 5.8% were unemployed and actively seeking a job and 10.7% were full-time student or homemakers. Of those students who graduated during the second year of the study 82.5% were employed full-time or part-time and only 2.9% were unemployed and seeking a job, and 14.6% were full-time students or homemakers. These job placement rates were much better than the state average rates of individuals of college age and even higher than for Bachelor's Degree graduates in many programs.

2. Students who completed between one and two years of occupational (vocational/technical) courses at the community college reported a median annual salary of $7,932 while students who completed one year or less had a median annual salary of $6,840. These were 1975-76 salaries and included many students who were part-time employed. Hence, the additional education at the community college was worth $1,092 in additional salary to those students completing more than one year.

3. The results showed that 67% of the students took jobs in the community college district which they attended and another 28% took a job in Illinois outside of the community college district, while only 5% of the students reported taking jobs outside of Illinois.

4. An analysis of the enrollment patterns of occupational/career students revealed that two out of three students (63.0%) who enrolled as full-time students in the Fall 1974 term were still enrolled during the Fall 1975 term. Of the students who enrolled on a part-time basis in the Fall 1974 term, almost half

(45.8%) were still enrolled during the Fall 1975 term. However, an analysis of the reasons for discontinuing enrollment at a community college revealed that a majority of students either completed their objectives prior to withdrawing from college or withdrew from college only temporarily because of other responsibilities and will return to pursue their education at a later date. Only 3.9% of the students withdrew because of academic difficulties. Some students (8.2%) indicated that they were financially unable to attend, while 1.5% discontinued their enrollment because of transportation problems.

The detailed results of this study are reported in the document, The Illinois Public Community College Statewide Occupational Student Follow-Up Study, Final Report), published by the Illinois Community College Board inFebruary, 1979.

The results of follow-up studies indicate that it is possible to obtain some measures of siginificant educational outcome through good follow-up studies and other well designed surveys. Community colleges will have to make a greater effort in this area to document the impact that community colleges have on students and the community. Such data is most helpful in marketing community college education and in convincing the general public that an investment in community colleges has many beneficial rewards.

PERSONNEL REQUIREMENTS IN THE COMMUNITY COLLEGES OF ILLINOIS

The community colleges of Illinois depend very heavily on highly professional and well qualified personnel to meet the great challenges of providing educational offerings for the divergent needs of the people in the community. During 1978-79, the public community colleges employed a total of 18,967 teaching faculty, 719 administrative personnel, 724 student services personnel, 1350 teachers and professionals in community education programs, 659 instructional support personnel, 14 research personnel, and 7850 classified personnel. An additional 1141 full-time equivalent professional staff and 738 full-time equivalent classified staff were employed by the community colleges through special grants and programs included in the colleges restricted purpose fund account. Hence, 23,574 professional personnel and 8,588 classified staff personnel for a total of 32,162 persons were employed by the community colleges during FY1979.

Since the salaries of the college personnel account for a major portion of the operating budgets of the public community colleges, projecting anticipated professional and classified personnel requirements for future years, is a very essential part of planning. Of course, the number and type of personnel required depends upon the enrollments and types of programs which are being planned. Hence, the projected stabilization in enrollments for the public community colleges in this document does have a bearing on the number of personnel required in the colleges.

Current and Projected Personnel Requirements

Table 13 on the next page shows a state summary of RAMP/CC Table 2.0 completed by each of the public community colleges of Illinois. This table shows the number of full-time and part-time personnel by each of the various ICCB Uniform Accounting Manual object codes. In addition, a full-time equivalency based on a full twelve month year (Staff Year) is reported for each category. The "Staff Year" data is most useful because it can be utilized in calculating the resource needs and the cost of these needs on a comparable and accurate basis. Using the "Staff Year" definition, two half-time personnel are equated to one full-time personnel for the same period of time. Hence, simply multiplying the number of staff years by the rate of compensation will determine the resource requirements.

Columns 3 and 5 of this table showed the percent increase projected by the public community colleges in each of their personnel categories. For example, the community colleges have projected an increase of 7% in their full-time teaching faculty for FY1979 and an increase of only 2% for FY1980. These projections seem to be very realistic and in line with the moderate increase in enrollments which were projected by the public community colleges in their RAMP/CC documents. It must be pointed out that many of the public community colleges have revised their projections of enrollments for FY1979 and FY1980 and as a result will also adjust their projections of personnel requirements.

Table 13

SUMMARY OF ANNUAL PERSONNEL REQUIREMENTS REPORTED
BY ILLINOIS PUBLIC COMMUNITY COLLEGES IN RAMP/CC
TABLE 2.0

Unrestricted Operating Funds	Total FY1978	Total FY1979	% Change FY1978 to FY1979	Total FY1980	% Change FY1979 to FY1980
Exec. & Admin. Personnel					
Full-Time Headcount	650	650	0	667	3
Part-Time Headcount	78	69	-12	71	3
Staff Years	673	672	0	687	2
Instructional Teaching Pers.					
Full-Time Headcount	5,053	5,401	7	5,521	2
Part-Time Headcount	13,426	13,566	1	13,794	2
Staff Years	7,463	7,880	6	8,070	2
Research Personnel					
Full-Time Headcount	5	7	40	8	14
Part-Time Headcount	7	7	0	10	43
Staff Years	9	11	22	14	27
Public Service Personnel					
Full-Time Headcount	57	59	4	59	0
Part-Time Headcount	1,267	1,291	2	1,332	3
Staff Years	618	172	2	178	3
Instructional Support Pers.					
Full-Time Headcount	486	469	-3	479	2
Part-Time Headcount	174	190	9	190	0
Staff Years	521	513	-2	526	3
Student Services					
Full-Time Headcount	492	482	-2	498	3
Part-Time Headcount	215	242	13	247	2
Staff Years	517	511	-1	533	4
Classified Personnel					
Full-Time Headcount	3,529	3,619	3	3,728	3
Part-Time Headcount	4,223	4,231	0	4,350	3
Staff Years	4,662	4,735	2	4,860	3
Total Staff Years - - - -	14,013	14,494	3	14,866	3
Restricted Purpose Funds					
Exec. & Administrative	110	96	-13	99	3
Instructional	421	483	15	517	7
Research	4	8	100	7	-13
Public Services	135	153	13	152	-1
Instructional Support	389	185	-52	187	1
Student Services	202	216	7	244	13
Classified	649	738	14	755	2
Total Staff Years - - - -	1,910	1,879	-2	1,961	4

Current and Projected Salary Costs for Personnel

Table 15 on the next page shows the revenue expenditure for each type of personnel for all of the public community colleges in Illinois as reported in the RAMP/CC documents submitted in August, 1978. This data shows that community colleges are expending over $221,552,000 for personnel salaries from their operation expenditures during 1978-79 and an additional $15.5 million from their restricted purpose fund expenditures. The projected increase in personnel salary expenditures for FY1980 show a projected expenditure of over $231,121,000 of salary expenditures from the operating fund and of $16,241,000 of additional expenditures from the restricted purposes fund.

Several factors must be considered when analyzing this data. First of all, the projected increases for FY1980 can be adjusted if there is less need in certain areas. For example, if actual enrollments are lower than enrollments which were projected, less part-time faculty would be required and, hence, a somewhat lower personnel salary for teaching faculty would be realized. Secondly, even under stable enrollments, we must realize that personnel salary expenditures will increase due to salary increases provided for existing personnel and staff.

The table below shows the state average salary cost per staff year (full-time - 12 month equivalent) personnel by category and the salary cost per academic year FTE (9/12 of a staff year) for FY1979.

Table 14

STATE AVERAGE SALARY COST PER STAFF YEAR
AND ACADEMIC YEAR BY CATEGORY FOR FY1979

PERSONNEL CATEGORY	AVERAGE COST PER STAFF YEAR (12 MONTHS)*	AVERAGE COST PER ACADEMIC YEAR FTE (9 MONTHS)*
Executive & Administrative	$27,542	$20,656
Instructional Teaching	17,493	13,120
Research	11,545	8,659
Public Service	14,035	10,526
Instructional Support	19,811	14,858
Student Services	19,587	14,690
Classified	8,973	6,730

*Data obtained from RAMP/CC Tables 2.1 and 2.0 using current year FY1979 data from column 2.

Table 15

STATE TOTALS OF STAFF EARNINGS IN THE
PUBLIC COMMUNITY COLLEGES OF ILLINOIS

	TOTAL FY1978	TOTAL FY1979	% OF CHANGE FY1978 TO FY1979	TOTAL FY1980	% CHANGE FY1979 TO FY1980
Staff Earnings Paid From Operating Funds					
Executive and Administrative Personnel	$16,833,000	$ 18,508,000	10%	$19,313,000	4%
Instructional Teaching Faculty	129,330,000	137,845,000	7	144,319,000	5
Research Personnel	96,000	127,000	32	162,000	28
Public Service Personnel	2,048,000	2,414,000	18	2,539,000	5
Instructional Support Personnel	9,680,000	10,163,000	5	10,971,000	8
Student Services Personnel	9,368,000	10,009,000	7	10,725,000	7
Classified Personnel	38,698,000	42,486,000	10	45,092,000	6
Total	206,053,000	221,552,000	8	233,121,000	5
Staff Earnings Paid From Restricted Funds					
Executive and Administrative Personnel	1,824,000	1,715,000	-6	1,780,000	4
Instructional Teaching Faculty	4,278,000	4,516,000	6	4,886,000	8
Research Personnel	47,000	64,000	36	102,000	59
Public Service Personnel	1,122,000	1,420,000	27	1,342,000	-5
Instructional Support Personnel	2,304,00	887,000	-62	937,000	6
Student Services Personnel	1,690,000	2,004,000	19	2,212,000	10
Classified Personnel	4,430,000	4,844,000	9	4,982,000	3
Total	$15,695,000	$15,450,000	-2%	$ 16,241,000	5%

Analysis of Personnel Load

The anticipated increase in the proportion of part-time students and a decrease in full-time students enrolling in the community colleges may result in a realignment of type of personnel needed. For example, three part-time students generate about the same number of credit hours as one full-time student; however, three part-time students take three times the effort in registration and record keeping as does one full-time student. Hence, although a college may maintain its present FTE production with more part-time students it may take additional personnel to provide the additional needed services in certain areas.

Table 16 shows a summary of the number of personnel staff years reported by community colleges in each of the different categories for FY1979. The RAMP/CC data requested the classification by using Uniform Accounting Manual object codes. The table also shows the number of headcount students and FTE students per staff year served by each of the personnel categories.

Tables 28, 29, and 30 in Appendix C of this document shows the analysis of the number of staff years by personnel category and the student load per staff year in each category for each public community college in Illinois. This analysis provides comparable data for each college's planning purposes. A few characteristics of each college such as geographic area and type of students served must still be carefully considered when making comparisons, however.

Table 16

STATE AVERAGE NUMBER OF HEADCOUNT AND FTE STUDENTS PER STAFF YEAR BY PERSONNEL CATEGORY IN THE COMMUNITY COLLEGES OF ILLINOIS

	Exec. Admin.	Faculty	Research	Public Service	Instruc. Support	Student Services	Classif. Staff	Total Staff
Total Staff Years	672	7880	11	172	513	511	4735	14,494
Student Head-Count Per Staff Year	480	41	29,306	1,874	628	631	68	22
Student FTE Per Staff Year	216	18	13,187	843	283	284	31	10

An analysis of the personnel data submitted by the community colleges in their RAMP/CC documents, indicates that most community colleges will be able to cope with a stabilized enrollment without any serious personnel problems, however, additional expenditures may be needed. The reasons for this are primarily because less than 30% of the teaching faculty are full-time and not all of these full-time faculty members in the community colleges are tenured. Hence, most colleges can continue to employ all of their faculty that are on any sort of a continuing contract even if they should experience enrollment decreases but would have to employ less part-time faculty members in this event. Since the cost per course of full-time faculty is usually substantially higher than the cost per course of part-time faculty, this shift would be costly to the community colleges.

The stabilizing enrollment in community colleges will likely be combined with a shift in enrollment which will require less baccalaureate courses and more remedial/developmental courses. Although many colleges could make such faculty adjustments, sometimes these adjustments are not possible with existing staff. Present replacement or increases of full-time faculty in community colleges should be well planned so that likely shifts in enrollments can be accommodated.

With such a small proportion of the teaching faculty being full-time on a continuing contract, most community colleges can also make personnel adjustment from program areas that have decreasing enrollments to program areas that have increasing enrollments by using several options. The most common is natural attrition.

The shift in enrollments to predominately part-time adult students attending college primarily in the evenings will make it necessary to make appropriate changes in personnel and in their work schedules. For example, more faculty, counselors, admissions clerks, and academic advisors may be needed during evening hours and fewer during daytime hours. In addition, to provide services such as student records which increase the same whether the student is part-time or full-time additional personnel or automation will be required. The work schedules of faculty and other college personnel may need to change greatly from the traditional 8 a.m. to 5 p.m. schedule to a variable schedule each day of the week to insure that the necessary college services are provided to the increasing number of non-traditional students during the hours that they can use the services.

OPERATING FINANCE REQUIREMENTS

The projections of student enrollments, needed educational programs, and personnel requirements in the public community colleges of Illinois have a direct impact on operating financial requirements. In addition, a number of other factors such as inflation, instructional unit cost, local tax revenue, and tuition play critical roles in impacting operating financial requirements in Illinois public community colleges. However, it is important to acknowledege that external financial and political factors can impact the amount of financial resources available, and hence, such factors such as a taxpayers revolt can limit the financial resources for community colleges which in turn impacts educational programs and student enrollments in community colleges.

Operating finance of public community colleges in Illinois has evolved considerably during the history of the public community college system. Table 17 on the next page summarizes the state funding of community colleges from FY1965 to the present time. This table shows the flat rate funding per semester credit hour which was utilized during the first several years, the additional categorical funding for occupational courses used from FY1973 through FY1976, the variable rate funding by eight instructional categories used from FY1977 through FY1978, and the variable rate funding by five instructional categories used in FY1979.

Table 18 shows the total dollar amount of state operating funds provided to the public community colleges in Illinois by the major categories in FY1966 and FY1967 which was the first biennial appropriation under the new Public Junior College Act compared with the FY1974 and FY1978 annual appropriations. As can be seen the total amount of state funds has increased substantially over the years, however, this is primarily due to the tremendous increases in enrollments experienced by the community colleges during this time. Detailed historical financial data by year, by category, and by each public community college are available in the ICCB Operating Finance reports, and hence, are not repeated in this document.

The present state funding plan utilized for public community colleges in Illinois was developed in 1975 by the IBHE Blue Ribbon Committee to Study Public Community College Financing and the funding plan is commonly known as the "Blue Ribbon" funding plan. Basically, the plan is cost based and develops a state funding level that provides the difference in cost between a standard local contribution and the full cost of the program. More specifically, the formula develops a total system financial needs by using previous year's actual cost data, an inflation factor, and applying the unit cost to a projected enrollment.

Once the total cost is calculated a standard local contribution is calculated for taxes and tuition by using median rates. Additional cost consideration is given to public service programs, tax losses, revenue from the federal level, revenue from the other state sources such as DAVTE, and revenue from other local sources. The state grant is then calculated as the difference between the total needs and the revenues available from the above mentioned sources.

TABLE 17

SUMMARY OF CREDIT HOUR RATES PAID IN THE PUBLIC COMMUNITY COLLEGES OF ILLINOIS

CREDIT HOUR RATES	FY1966 - FY1969	FY1970 - FY1971	FY1972	FY1973	FY1974	FY1975	FY1976	FY1977	FY1978	FY1979
Baccalaureate	$11.50	$15.50	$15.50	$16.50	$18.50	$18.12c	$16.00e	$18.82g	$21.23g	$22.83g
Business & Public Service Tech.	11.50	15.50	15.50	16.50	18.50	18.12	16.00	16.86	14.45	15.40
Data Processing & Commerce Tech.	11.50	15.50	15.50	19.00a	23.50b	23.92d	20.75	19.84	25.12	26.65
Natural Science & Industrial Tech.	11.50	15.50	15.50	19.00a	23.50b	23.92d	20.75	24.25	25.84	26.65
Health Tech.	11.50	15.50	15.50	19.00a	23.50b	23.92d	20.75	37.00	45.34	42.04
Vocational Skills	11.50	15.50	15.50	16.50	18.50	18.12	14.95	13.82	9.77	6.93
Remedial/Developmental	11.50	15.50	15.50	16.50	18.50	18.12	16.50	13.95	8.78	6.93
General Studies	11.50	15.50	15.50	16.50	18.50	18.12	14.95	7.51	9.70	6.93
Average All Areas	$11.50	$15.50	$15.50	$16.95f	$19.44f	$19.15f	$16.58f	$18.58	$18.94	$19.59
Average Rate Per FTE Student	$345.00	$465.00	$465.00	$508.50	$583.20	$574.50	$497.40	$557.40	$568.20	$587.70
EQUALIZATION RATE										
Foundation/Qualifying Tax Rate	None	None	$570/ 16.47¢	$510/ 17.46¢	$440/ 12¢	$460/ 12¢	$460/ 12¢	$580/ 18¢	$508/ 18¢	$567/ 18¢

a - Includes $2.50 non-business occupational special rate; b - Includes $5.00 non-business occupational special rate; c - Although $19.20 per credit hour was appropriate, only $18.12 was paid due to pro-ration; d - Includes $5.80 non-business occupational special rate; e - In FY76, for the Fall, Winter and Spring Terms, General Studies-Rem/Dev. courses were paid at $16.50 per credit hour, Other General Studies at $14.95 per credit hour, and all other credit hours at $16.00 per credit hour. In addition, $4.75 per credit hour was paid for non-business occupational technical courses; f - Includes amounts paid for non-business occupational technical courses; g - The rates for these years consisted of basic rates for enrollments up to the level of the previous year and enrollment growth rates at 70% of the basic rates for any additional enrollments at each college, the rates shown are average rates actually paid. FY1979 rates are estimated average rates; h - Below are the rates which were appropriated for FY1976-FY1979. The actual rates paid were due to a combination of basic and growth rates during FY1977-FY1979 and due to proration because of inadequate appropriations to cover enrollments during FY1976.

h	FY1976		FY1977		FY1978		FY1979	
	Summer Term	Academic Year	Basic Rates	Growth Rates	Basic Rates	Growth Rates	Basic Rates	Growth Rates
Baccalaureate	19.20	21.70	18.87	13.21	21.24	14.87	23.11	16.18
Business & Public Service Tech.	19.20	21.70	16.93	11.85	14.49	10.14	15.59	10.91
Data Processing & Commerce Tech.	19.20	21.70	19.88	13.92	25.13	17.59	26.98	18.89
Natural Sci. & Industrial Tech.	19.20	21.70	24.37	17.06	25.86	18.10	26.98	18.89
Health Technology	19.20	21.70	37.01	25.91	45.36	31.75	42.56	29.79
Vocational Skills	19.20	19.20	13.96	9.77	9.87	6.91	7.01	4.91
Remedial/Developmental	19.20	19.20	14.17	9.92	8.88	6.22	7.01	4.91
General Studies	19.20	17.61	7.65	5.36	9.81	6.87	7.01	4.91

TABLE 18

SUMMARY OF STATE APPROPRIATIONS TO THE ILLINOIS COMMUNITY COLLEGE BOARD FOR THE OPERATION OF ILLINOIS PUBLIC COMMUNITY COLLEGES FOR FY1966 & FY1967, FY1970, and FY1974 THROUGH FY1979

	FY66 & 67	FY70	FY74	FY75	FY76	FY77	FY78	FY79
Illinois Pub. Comm. Colleges								
Apportionment Grants:								
Flat Rate/Credit Hr.	24,719,970	34,809,500	65,025,000[b]	76,663,900[f]	82,537,165	98,033,581[g]	100,127,000[h]	102,195,000
Suppl. Non-Bus. Occup.	-0-	-0-	3,340,000[b]	4,413,200[f]	4,640,000	-0-	-0-	-0-
Special Grants:								
Equalization	-0-	-0-	2,200,000	3,149,700[f]	3,100,000	6,217,932[g]	7,937,700	10,355,800
Disadv. Students	-0-	-0-	1,400,000	1,400,000	2,444,000	2,792,959[g]	3,706,900	3,800,000
Public Service	-0-	-0-	750,000	750,000	705,000	-0-	-0-	-0-
Correct. Institt.	-0-	-0-	78,600	100,000	117,500	-0-	-0-	-0-
New College Forma.	1,300,000	Not Avail.	100,000	300,000[f]	-0-	-0-	-0-	-0-
Sub-Total (Grants to Colleges)	26,019,970	34,809,500	72,913,600[b]	86,776,800[f]	93,363,665	107,044,472[g]	111,771,600	116,350,800
Retirement	-0-	3,172,500	614,100	2,409,800	3,478,400	5,061,300	5,120,700	5,701,200
SCC-E. St. Louis	-0-	750,000	3,205,780	3,205,800	3,267,100	3,418,207[g]	3,443,800	3,421,500
IBA Rentals	-0-	19,154,740	12,607,110	12,607,110	12,607,110	12,607,110	12,607,110	12,607,110
Sub-Total (Colleges)	26,019,970	56,886,170	89,340,590[b]	104,999,510[f]	112,716,275	128,131,089[g]	132,943,210	138,080,600
ICCB Office	297,000	280,810	593,256	576,800	662,400	674,555[g]	720,800	766,300
TOTAL Approp. for System Operations	26,316,970	58,166,980	89,938,846[b]	105,576,310[f]	113,378,675	128,805,644[g]	133,664,010	138,846,900

b Includes a supplemental appropriation of $1,540,000
f Includes a supplemental appropriation of $10,200,000
g Agreed maximum expenditure levels--not the full amounts appropriated
h Credit hour grants were divided into two separate line items: $90,969,800 for basic grants and $9,157,200 for special basic grants

State Operating Finance Requirements Through FY1984

Although there is much interest at this time within the community college system to make some major changes in the present state funding plan for public community colleges, this plan (the Blue Ribbon Formula) was utilized to develop the resource requirements for the public community colleges for the next five years based on the enrollment projections and changes in educational program which were developed in earlier sections of this document.

Projecting the resource requirements for the next five years utilizing the present funding plan is important because it enables an analysis of projected future financial requirements as well as an analysis of the ability of the present funding plan to adequately finance the public community colleges during the next five years.

Since the present funding plan depends upon many variables such as the unit cost, inflation rate, median tuition, median tax rate, equalized assessed evaluation, and student enrollments, the ICCB staff used the assumptions in the formula which are shown in Table 19 on the next page. These assumptions are consistent with the enrollment projections developed in this document and the nine assumptions on which these enrollment projections were based. Although the assumptions shown are ones that the ICCB staff believes to be the most likely to occur, it must be pointed out that any change in these assumptions will impact the total resource requirements and the amount of projected state funds required for public community colleges.

Table 20 and Figure 7 show the projected resource requirements for the public community colleges through FY1984. These resource requirements were developed by the use of the present "Blue Ribbon" state funding plan with the enrollment projections and assumptions listed in Table 19. Based on these projections, there would be an increasing proportion of state dollars required over the next five years to fund the public community college under the present funding plan. Although the total enrollments were projected to decrease from 169,000 annual FTE in FY1980 to 166,000 annual FTE in FY1984, the fact that a higher annual inflation rate (6.5%) than the annual increase in EAV (5%) was used, caused the state credit hour grant portion of the funding to increase from 32.3% to 37.8% while the local tax contribution in the formula stayed at 32.4% For the same reasons the state credit hour grants and the resulting rates per semester credit hour increased at a rate higher than the assumed rate of inflation for the next five years.

TABLE 19

VARIABLES AND ASSUMPTIONS USED IN PROJECTING THE RESOURCE REQUIREMENT FOR THE PUBLIC COMMUNITY COLLEGES FROM FY1980 THROUGH FY1984

	FY 1980	FY 1981	FY 1982	FY 1983	FY 1984
Inflation Increase					
Salaries	7.0%	7.0%	7.0%	7.0%	7.0%
Utilities	15.0%	15.0%	15.0%	15.0%	15.0%
Library	15.0%	15.0%	15.0%	15.0%	15.0%
General	6.0%	6.0%	6.0%	6.0%	6.0%
FY 1979	6.49%	6.49%	6.49%	6.49%	6.49%
Enrollment	169,000	168,500	168,000	167,000	166,000
	(Distribution will be constant)				
Tax Rate	.0019	.0019	.0020	.0020	.0021
	(Assumes that referenda is not passed and everyone is at present maximum and no higher)				
Tuition	$13.10	$14.00	$14.00	$15.00	$15.00
Equalized Assessed Valuation	$61,900,000,000 (Avg. 78-79)	$65,000,000,000 (Avg. 79-80)	$68,200,000,000 (Avg. 80-81)	$71,700,000,000 (Avg. 81-82)	$75,200,000,000 (Avg. 82-83)
	(5% per year; assuming replacement of corporate personal property tax)				
Disadvantaged Grants	$5,000,000	$6,000,000	$7,000,000	$8,000,000	$10,000,000
Equipment	$2,000,000	$2,000,000	$2,000,000	-0-	-0-
New Programs	$400,000	$500,000	$500,000	$500,000	$500,000
Federal Funds	$23,029,700	$23,029,700	$23,029,700	$23,029,700	$23,029,700
DAVTE	$11,800,000	$12,400,000	$13,000,000	$13,700,000	$14,300,000
			(5% increase annually)		
Public Service @.0001	$6,100,000	$6,500,000	$6,820,000	$7,170,000	$7,520,000
Tax Loss @5% of Median EAV	$5,700,000	$6,200,000	$6,800,000	$7,200,000	$7,900,000
Chargeback (constant)	$1,558,000	$1,558,000	$1,558,000	$1,558,000	$1,558,000
Equalization (constant)	$16,201,000	$18,151,300	$19,110,500	$20,507,000	$22,819,000
IDE and Other State (constant)	$10,608,000	$10,608,000	$10,608,000	$10,608,000	$10,608,000
Unit Costs					
Average	$56.98	$61.54	$66.46	$71.78	$77.52
Baccalaureate	59.80	64.58	69.75	75.33	81.36
Business	54.93	59.32	64.07	69.20	74.73
Technical	66.69	72.02	77.78	84.00	90.72
Health	86.61	93.53	101.01	109.09	117.81
General Studies	$42.19	$45.56	$49.20	$53.13	$57.38
	(Same as inflation rate of 7% plus 1% for enrollment decline for a total of 8%)				
DAVTE (Credit Hour)					
Business	730,888	728,768	726,655	722,368	718,106
Technical	601,353	599,609	597,870	594,343	590,836
Health	239,397	238,702	238,010	236,605	235,210
	(Change at the same rate as total enrollments)				

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TABLE 20

Illinois Community College Board

PROJECTION OF COMMUNITY COLLEGE FUNDING GIVEN STATEWIDE
RAMP/CC ENROLLMENT PROJECTIONS AND OTHER ADJUSTED VARIABLES

	FY 1980	FY 1981	FY 1982	FY 1983	FY 1984
Total Resource Requirements	$391,274,100	$358,538,070	$386,808,778	$413,401,068	$445,081,314
Total Credit Hour Grants	107,117,100	123,372,370	138,273,078	152,325,368	168,385,614
Tax Contribution from Local Sources	91,102,300	94,206,700	105,227,500	110,081,000	121,239,000
Tax Contribution Supported by Equalization	16,201,000	18,151,300	19,110,500	20,507,000	22,819,000
Tuition and Fees	66,417,000	70,770,000	70,560,000	75,150,000	74,700,000
Federal Revenue	23,029,700	23,029,700	23,029,700	23,029,700	23,029,700
DAVTE Grants	11,800,000	12,400,000	13,000,000	13,700,000	14,300,000
IOE and Other State Revenue (excluding State Aid)	10,608,000	10,608,000	10,608,000	10,608,000	10,608,000
Disadvantaged Student Grants	$ 5,000,000	$ 6,000,000	$ 7,000,000	$ 8,000,000	$ 10,000,000
Average Credit Hour Grant Rates					
Baccalaureate	$26.66	$30.84	$34.31	$39.13	$41.21
Business Occupational	16.80	20.22	22.95	26.93	28.16
Technical Occupational	25.86	30.31	33.98	38.91	41.18
Health Occupational	42.78	49.02	54.41	61.06	65.21
General Studies	6.61	8.91	10.58	13.49	13.56
Total/Average	$21.13	$24.41	$27.44	$30.40	$33.81

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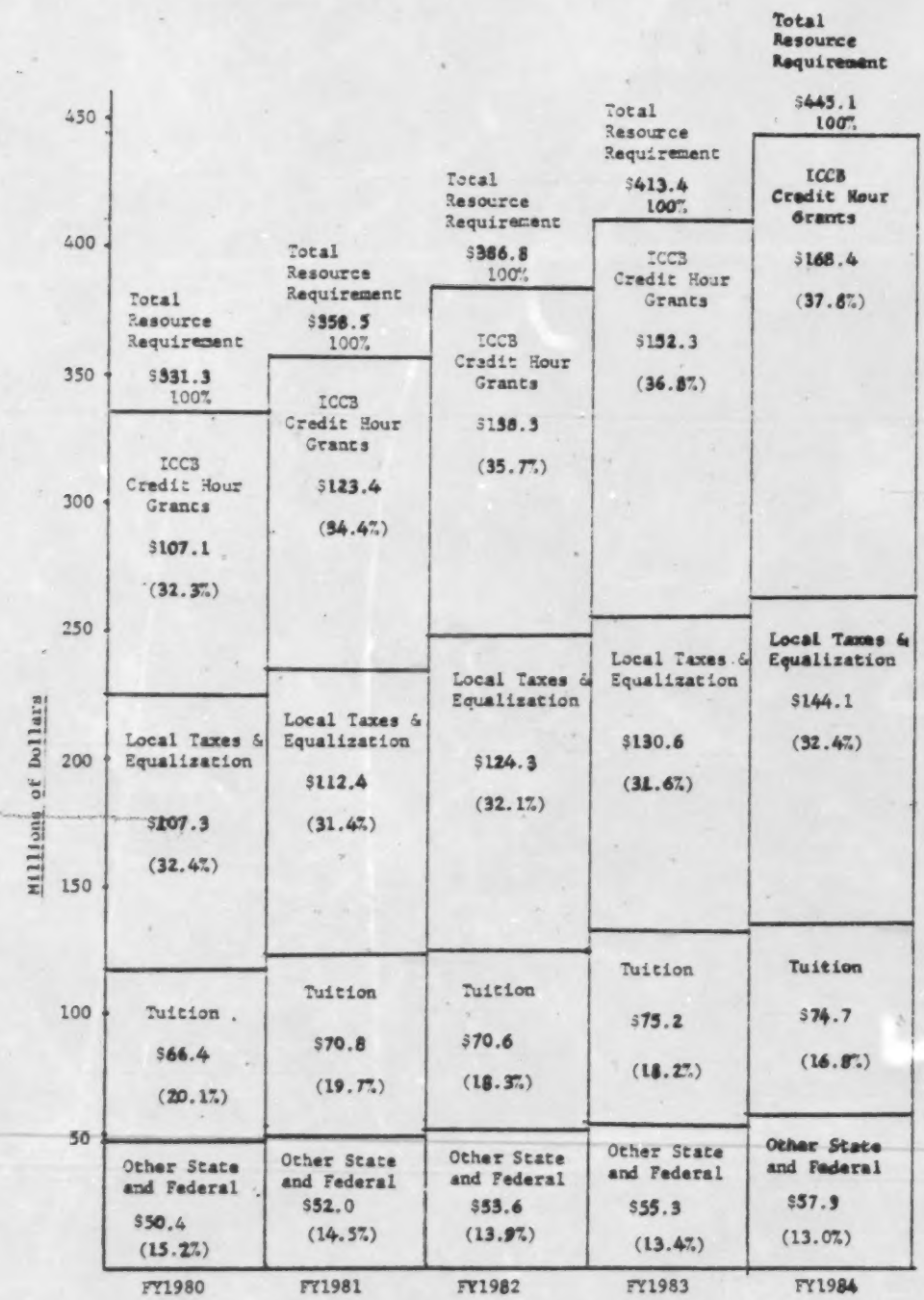

Figure 7: Projection of Public Community College Funding in Illinois Through FY1984 Based on Statewide RAMP/CC Enrollment Projections and Other Financial Assumptions. (Dollars shown are in millinos.)

Implications for Future State Funding of Public Community Colleges

Any consideration of future financing of public community colleges must be based on a series of assumptions concerning the future mission and scope of community colleges. These assumptions including mission and scope, enrollment projections, and educational programs have been made in previous sections of this document and can be summarized as follows:

1) Enrollment stabilizing

2) A projected shift in total numbers among programs will occur; i.e. a decrease in the Baccalaureate area and an increase in the Remedial/ Developmental and Adult Education areas in both credit and non-credit courses.

Another assumption must be made about the current funding formula and the probability of future changes in that formula. The community college sector desires changes in the current funding formula for the following reasons:

1) There is a desire to move away from an enrollment driven formula because of declining or stabilized enrollments.

2) There is too heavy an emphasis placed on local taxes in the current formula and their negative impact on state funding.

3) Tuition is the most available resource for financial exigency and relief is needed; increases in tuition also reduce state funding.

4) The current formula does not address the financial needs associated with serving fewer FTE but a greater headcount, i.e., the areas of counseling, operation and maintenance, general administration, and scheduling are cost areas that increase with the increase in headcount.

5) The current formula does not differentiate in the area of remedial programs offering, i.e., GED programs, as well as tutorial programs, are contained in the same funding category where the costs may differ markedly.

There is much concern at the local community college level that the present formula will not be adequate for future needs and will require a greater burden on local property taxes and tuition. An increase in local property taxes is very unlikely at most community college districts due to the present political climate.

Although the state share is increasing to compensate for inflation, the fact that the formula is enrollment driven mitigates against state aid meeting increasing costs associated with operation even though enrollments drop slightly, i.e., what have traditionally been called fixed costs, which at a community college include full-time faculty salaries, are increasing because of inflation and are not affected by enrollment.

The question becomes one of state-local responsibility and local control. Obviously, the colleges would like to increase state funding while maximizing local control. However, political realities dictate a tightening of all tax dollars including those from the state.

The state-level perspective on all post-secondary education is maintained by the Illinois Board of Higher Education. Their latest enrollment predictions for the 1980's are consistent with those in this document. The thrust of post-secondary education from their perspective should be one of maximizing quality education as the primary mission and allowing enrollments to settle at this optimal quality point. The assumption is that fewer students will allow maximization of quality although quality education in the community colleges is difficult to define in an objective way. A simple interpretation is to maintain efficient and effective programs, with effective meaning the right programs are offered, and efficient meaning that it is done with economic prudence and good business practice.

If efficient and effective programs can be offered (which depends on who defines efficient and effective) how should the efficiency and effectiveness be measured to allow accountability to the taxpayer? What amount of productivity can be associated with the operation of a community college so efficiency and effectiveness are maximized to the benefit of the optimal number of students? This question has not been answered to date. Several alternatives have been used. The following are some examples:

1) Credit Hours: The credit hour is the unit earned by a student for successful completion of a course.

   a) Is the earned credit hour a measure of productivity, or should it be the number of credit hours for which students enrolled? There must be some responsibility for the production of a credit hour attached to the motivation of the student and, more importantly, the college must provide resources for all enrollees, i.e., faculty, space, equipment, etc.

   b) The current funding formula in Illinois uses a compromise position which has the midterm of a course as the point at which "productivity" is measured.

2) Contact Hour: The contact hour is the amount of time a student spends in "contact" with an instructor.

   a) The association between contact hour and funding is that faculty salaries are closely associated with the hours spent in the classroom and salaries comprise the largest portion of expenditures at community colleges.

3) Direct Instruction and Indirect Instructional Costs: The reimbursement or advance of money to a college for costs incurred while providing services.

a) This type of funding is generally associated with categorical funding for special projects and not necessarily for college operations in general.

b) It has been stated that Illinois colleges and universities are funded by this method because if they do not meet enrollment projections they are not required to lapse state dollars. The community college system funding method sets the number of dollars per credit hour and if credit hours are not achieved the funds are not disbursed.

4) Equalizing Taxpayer Ability: The wealth of taxing districts is considered before any amount is paid out and payment is generally inversely proportional to the wealth as generally measured by property tax.

a) In this case, the unit of payout is generally contact hour or credit hour or some variation of the basic concepts.

5) Completion Factors: Completion factors such as diplomas, certificates,or some quantifiable measure of a student's attendance/ accomplishment.

a) These types of payments are criticized in community colleges because many students do not complete a degree or certificate nor do they desire to or need to in order to meet their personal goals.

b) Payments based on completion factors generally take the form of a supplement to one of the formulas mentioned in 1-4 above.

It would appear from the above methods of measuring productivity for the purposes of accountability, that a eclectic method, using some combination of contact hours and credit hours is most appropriate. This eclectic method should address the workload on faculty by contact hour or credit hour and the workload on support personnel by student headcount (i.e., dropouts) would seem to be desirable.

It was the intent of this section of the master plan to more clearly delineate the areas of concern in the present funding plan and to examine alternatives which might be helpful in resolving some of these concerns. Through this method a thorough consideration of each of these alternatives by all the ICCB advisory groups is anticipated and will hopefully result in viable proposal for adjustments to the funding plan for the public community colleges of Illinois.

The ICCB and its staff believe that the development of a community college state funding plan must be a cooperative effort which provides input from all sectors of the community college system. During the past few years the ICCB has had a special committee (Operating Finance Study Committee) consisting of ICCB members, community college trustees, community college presidents, and ICCB staff to study the present state funding plan as wel l as possible alternative funding plans for the future. This committee has been responsible for suggesting a number of revisions in the present funding plan. In addition, this committee has agreed on the following desirable traits for a future community college funding plan in Illinois:

DESIRABLE TRAITS FOR FUTURE COMMUNITY COLLEGE FUNDING PLAN
(Adopted by the ICCB Operating Finance Study Committee January 6, 1979)

1. Districts would like to know at the outset of a fiscal period how many dollars would be paid

2. The funding method must recognize local ability to contribute revenue and consideration must be given to local effort as a combined effort of both taxes and tuition.

3. A method of funding should enhance efficiency at colleges as a measure of accountability to the taxpayers.

4. There should be special state funding to cover the cost of state mandated programs, i.e., rehabilitation, state reports, auditing, and others.

5. The funding plan must avoid unnecessary complexities and emphasize simplicity.

6. There needs to be a built-in recognition of economic variables such as price and wage levels.

7. A local district must be given the option to spend at a level that meets constituent demands and not be penalized in the funding plan nor penalize the rest of the state because of its desire for such expenditures.

8. All colleges should be covered in the funding plan.

9. The funding method must assure local control.

10. The funding method must be responsive to program with differential costs and afford a funding mechanism that does not discourage high cost programs purely on a cost basis.

11. The funding plan should reflect total operating costs.

CAPITAL FINANCE AND FACILITIES

Educational planning must include a careful analysis of the type and amount of facilities needed by the community colleges to adequately house the projected number of students in the type of facilities which are appropriate for the educational programs that will be needed in future years.

The Illinois public community college system consists of 39 districts, three of which have multiple campuses, for a total of 51 separate college entities. Three of these, by design, may never require permanent physical facilities. Forty of the forty-eight colleges have permanent facilities completed that were partially funded by state appropriations, three have permanent facilities under construction (with state assistance) and of the remaining five, two have permanent facilities under construction without state monies, one is located in permanent facilities which were locally funded and the final two are housed totally in rented or leased facilities.

Detailed information showing the status of campus facilities at each of the public community colleges in Illinois is shown in Tables 30 & 31 in Appendix D of this report.

The total gross square feet (GSF) available for college use during the fall term of 1978 was 13,635,025. This total consists of 10,471,068 GSF of state participated permanent facilities, 1,025,231 GSF of locally funded permanent facilities, and 2,138,726 GSF of temporary buildings which are owned, leased, or rented by the colleges. An additional 2,012,887 GSF of new facilities were under construction, 825,127 GSF partially financed by state appropriations, and the balance, 1,187,760 GSF totally locally funded.

To finance the construction of needed facilities, the State Legislature has appropriated almost $334 million through FY1979. Federal grants have been received totalling almost $21 million, and local districts have approved the sale of $236 million of bonds for capital construction.

Chapter 122, Section 105 of Illinois Revised Statutes sets forth the funding plan whereby the state may provide up to 75% of the building costs for capital facilities, with the local district providing the balance. The Illinois Community College Board's (ICCB) policies set forth the formula by which space will be allocated to colleges in accordance with their enrollments. This current formula provides:

1) for facilities other than Occupational Program Instructional Shops

Up to 1500 on-campus-day FTE students	110 GSF per student
1500-3000 on-campus-day FTE students	100 GSF per student
Over 3000 on-campus-day FTE students	90 GSF per student

2) For each on-campus-day FTE student in occupational lab (shop) classes- 140 GSF per student

Student enrollment figures are computed for tenth-day of fall term. This formula was designed to provide an average of 125-130 GSF per full-time day student on campus. Several colleges are below this figure, and will remain so even after the facilities under construction are completed. Projects are being recommended for FY1980 funding to help alleviate these disparities.

Capital Resource Requirements

The basis for capital funding recommendations is the information provided in the RAMP/CC planning document submitted annually by each college. Colleges are required (1) to provide an inventory of existing space (Table 31) and space under construction (Table 32), (2) to provide current and projected enrollment data to be used in the space allocation formula, and (3) to request projects to meet additional space needs.

For FY1980, the colleges requested a total of 134 projects, at a total cost of almost $190 million dollars. Of this total, they were requesting state appropriations of $142 million. Since many of these projects did not meet enrollment or other justifiable requirements, they were not considered for recommendation for FY1980. (Many of these projects were reimbursement requested for previous locally funded projects.) The number of projects proposed by each college district, and the state monies requested are summarized on Table 33 in Appendix D of this document. This table also shows the number of projects recommended for state funding, including the dollar amounts recommended.

Table 21 lists in priority order the 13 projects recommended for FY1980 funding, showing the total dollar value of the project, and the recommended state participation. Table 34 in Appendix D shows some of the factors used to prioritize the recommended projects.

Immediate Concerns

Although the inventory of existing space shows many colleges having as much or more space than the current formula entitles them to, it can be seen that these same colleges are requesting more space. The reasons and justification they use are many, primarily that the formula does not allow for sufficient space in many program areas. They also contend that other facilities, in addition to teaching spaces, are needed on a comprehensive community college campus. Perhaps their biggest objection, however, is the method used to determine student count, as more than half of their offerings, and many of their students are taught outside the normal five day, nine hour time slots.

An additional major concern is the end of the yearly enrollment increases. The formula now used is enrollment driven, i.e., more enrollment, more space and vice versa. In November, 1977, the Illinois Board of Higher Education published a study entitled "The End of Growth-Ramifications for Higher Education Planning and Policy". This publication urged all of higher education, including community colleges, to plan for a lengthly period of stable, or declining enrollments.

In their annual submission of RAMP, the colleges requested $120 million of new construction projects. ($90 million of state funds). Most of these projects are not fundable under the existing formula because of lack of enrollment justification.

TABLE 21

Illinois Community College Board
Revised Recommendations for FY 1980 Community College Capital Projects
(in priority order)

Priority No.	Dist. No.	District	Project	Total Project Cost	State Funds Recommended By ICCB	State Funds Recommended By IBHE
1	535	Oakton	Basic Facility - Phase II	$ 9,943,117	$ 6,323,822	$ 6,656,800
2	502	DuPage[a)]	Completion of L.R.C.	18,965,203	9,693,120	11,190,400
3	508	Chicago	Loop Campus - Phase I	30,747,500	13,029,253	0[d]
4A	507	Danville	Remodel Building 17	3,329,000	2,059,819	2,270,100
4B	507	Danville[R)]	Various Utility Reimbursements	221,000	165,750	374,100
5A	539	John Wood	Branch Campus Pittsfield	587,027	371,757	0
5B	539	John Wood	Cooperative Extension Center-Perry	412,090	285,269	290,300[e]
6	524	Moraine Valley[R)]	Phase IIA Budget Adjustment	2,273,940	1,705,454	1,705,500
7	529	Illinois Eastern[R)]	Phase I Budget Adjustment-Wabash Valley	240,630	180,472	180,500
			Subtotal	$66,669,507	$33,814,716	$ 22,667,700
			Emergency Repairs and Rehabilitation			
8	527	Morton	Correct Structural Deficiencies	$ 1,500,000	$ 1,125,000[c)]	$ 1,125,000
9	516	Waubonsee[R)]	Building C & R Roof Repairs	133,256[b)]	99,942	0
10	518	Carl Sandburg	Correct Structural Deficiencies	675,000	506,250	506,300
11	504	Triton	Road Intersection Improvements	467,996	250,000	334,900
			Subtotal	$ 2,776,252	$ 1,981,192	$ 1,966,200
			Grand Total	$69,445,759	$35,795,908	$ 24,633,900
			PROJECTS TO BE CONSIDERED IF ADDITIONAL STATE MONIES ARE AVAILABLE (Allocations having had prior ICCB approval)			
1	512	Lake Land	Parking Lot	$ 368,135	$ 276,101	
2	514	Illinois Central	Handicapped Remodeling (R)	26,731	20,048	
3	526	Lincoln Land	Energy Conservation Remodeling (R)	411,975	308,981	
4	517	Lake Land	Ag. Ed. and Demonstration Center (f)	2,245,124	2,245,124	
5	505	Parkland	Theater/Lecture Ball & Office Space (g)	2,364,060	1,773,045	
			Total	$ 5,416,025	$ 4,623,299	

a) Project includes $1,000,000 federal grant (not shown in state fund requested)
b) Increased budget recommended at December 15, 1978 ICCB meeting
c) Requested total state funding
R) Denotes reimbursement for locally funded projects
d) IBHE did not recommend funding because scope and cost discussions have not been completed
e) Recommended by IBHE as part of a "Food Production and Research at the University of Illinois

The Illinois Board of Higher Education commissioned Cook Associates of Springfield to evaluate the policy guidelines for community college construction. This report (sometimes called the Rinker report) which was distributed by the IBHE has caused considerable discussion of current and alternate methods for determining the need or eligibility for additional space. It addresses itself to the current formula and alternative means of approving construction.

Perhaps one of the greatest limitations for needed facilities is financing. The state system of higher education is allocated money annually by the Legislature for construction purposes on the basis of prioritized recommendation of the Board of Higher Education, and monies available from the Capital Development Bond Fund. The senior institutions (colleges and universities) make the priority listing primarily based on program justification, while the community colleges require student enrollment justification, again based primarily on expanding enrollments.

The community colleges are, therefore, competing with senior institutions for state dollars, institutions which do not have the constraints of enrollment justification. A brief history of the colleges' requests, recommendations, and final dollars approved for community colleges is shown in Table 22.

Because of the limitations of the formula, the reports mentioned above, the requests for facilities by colleges, and the limitations of state monies available, the Illinois Community College Board at its February 20, 1978 meeting approved the appointment of the Capital Finance Study Committee. This committee consists of members of the various advisory groups concerned with community colleges, including Illinois Community College Board members, community college presidents, faculty, students, local trustees, and the ICCB staff. The IBHE also has liaison representation on the committee. Meeting regularly, this committee is studying past and present means of financing facilities and attempting to suggest possible changes that would provide needed facilities on all community college campuses.

The limitation of state monies and the perceived need for facilities have caused some colleges to request construction of buildings totally with local funds. At present, the ICCB and IBHE have approved over 1,000,000 GSF of permanent facilities to be financed without state funds. However, in most instances the local colleges hope for future reimbursement (75%) from state funds, either when they are eligible for the space, or when state funds are available.

Concerns Beyond FY1980

A listing of problems and questions that require resolution would be quite lengthly. This makes the task of the Ad Hoc Committee quite difficult. A listing of some of the more pressing concerns follows, with a brief discussion of the ramifications of each:

1. Current Space Eligibility Formula:

   The current formula is under attack by many sources. Can it be altered or revised to meet the needs of the colleges? Or can any formula, especially one that is enrollment driven, be objective enough to be useful during enrollment stability or decline?

TABLE 22

Illinois Community College Board

CAPITAL BUDGET RECOMMENDATIONS
(State Dollars)

	FY 1975	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980
Local District Request	$156,776,496 (ICCB Agenda 10-19-73)	$163,964,969 (ICCB Agenda Recommend. & Deferrals 10-18-74)	$105,451,709 (Recommend. & Deferrals ICCB Book)	$153,676,138 (ICCB Budget Book)	$145,293,928 (Capital Budget Book)	$142,597,260 (ICCB Agenda)
ICCB Recommendations	$ 65,262,656 (ICCB Agenda 10- 9-73)	$ 95,110,919 (ICCB Agenda 10-18-74)	$ 61,383,876 (ICCB Budget Book)	$ 85,033,268 (Budget Book ICCB)	$ 45,256,633 (Capital Budget Book)	$35,795,908 (ICCB Jan. 26, 1979)
IBHE Recommendations	$ 32,129,641 (Table I, IBHE Budget Recommend.)	$ 32,852,527 (IBHE Table 2, Recommend.)	$ 33,982,760 (Table 1, IBHE Capital Book)	$ 32,338,851 (IBHE Capital Budget Book)	$ 22,771,800 (IBHE Listing)	$24,633,900 (IBHE Jan., 1980)
Legislative Approval	$ 13,233,450 (SB 1424 HB 2757)	$ 35,250,027 (Board Item 7-25-75)	$ 14,634,277 (Board Items 7-23-76)	$ 26,028,246 (ICCB Agenda 7-22-77)	$ 9,437,000 (SB 1601)	
Governors Final Approval (Appropriated)	$ 13,233,450 (SB 1424)	$ 15,845,303 (HB 289)	$ 14,634,277 (SB 1936)	$ 15,120,530 (SB 496)	$ 3,131,600 (SB 1601)	

(ICCB Records - Capital Financial Report)

NOTE: The reference document used to cite each amount shown is in parentheses below that amount.

2. Programmatic Justification of Space

Can guidelines or criteria be developed by program area that would justify space allocation? Would other state agencies accept such justification?

3. Remodeling, Renovation, and Rehabilitation

The current formula would allow such activities only when enrollment justification warrants. Many colleges now have buildings reaching the age when warrantees run out, and repairs are necessary. Should not the colleges expect state monies to help keep these buildings in useful condition?

4. Reimbursement for Locally Funded Projects

Will the colleges be reimbursed (75%) for locally funded projects (new buildings, remodeling, necessary repairs, etc.) after they have been approved by the IBHE and ICCB? Again, should such reimbursements be allowed only on the basis of an enrollment justification?

5. Flexibility of New Construction

What should be the life expectancy of new buildings? Should these new buildings be designed to include enough flexibility to compensate for enrollment variations, or shifts in population. Educational objectives change more rapidly than buildings become obsolete.

6. Totally Local Funding of Additional Facilities

Have we reached the point where the Legislature can no longer appropriate state monies for construction? Should legislation be introduced to provide local districts the authority and the means to raise money for building needs?

7. Building Codes, Health and Safety Standards, and Accessibility

How can a local district with no enrollment eligibility or local funds comply with accessibility standards mandated by the federal government (Section 504) with health and safety standards mandated by state laws, or with local, state and federal building codes which are constantly changing and forcing renovation and remodeling projects?

8. Essential Core Facilities

What are the minimum needs of all colleges? Does a college require more than just classrooms and laboratories? How big a library and/or physical education building can be justified?

In an attempt to resolve some of the problems mentioned above, the ICCB Capital Finance Study Committee has proposed the following recommendations for review by the various ICCB advisory groups for possible modification and eventual adoption by the ICCB and IBHE.

RECOMMENDATIONS OF THE ICCB CAPITAL FINANCE STUDY COMMITTEE

1. Master Plans should be reevaluated in light of factual and projected enrollments and program requirements.

2. Current guidelines for site allocation, as stated, are adequate maximums for state participation but districts' special conditions should be considered individually.

3. Appreciation should be expressed to the ICCB and IBHE for currently supporting legislation that would reimburse community college capital projects; and request their continued support in seeking reimbursements for these projects by working with other state agencies whose approvals are needed.

   Also, it is recommended for reimbursements for construction projects the ICCB should:

   A. Set a high priority for reimbursements to ensure the availability of resources required by a district to provide its share of a new project budget.
   B. Establish a high priority for reimbursements which will enable a district to ameliorate escalating costs by building with its own resources.
   C. Collect data which will provide a total perspective of anticipated reimbursements.

4. The same standards as those issued for new construction should be applied for prioritization of reimbursements for inclusion in capital budget requests.

5. If new construction is pending or planned or state reimbursements requested for a district, and the Master Plan for that district is six (6) years or older, a new Master Plan should be required prior to approval of state funding.

6. ICCB should coordinate with IBHE and see if the possibility exists to allow local districts to expend Building and Maintenance Funds for renovation projects without ICCB and IBHE prior approval.

7. Where a construction project is approved at a college for state funding, all construction funds should be paid out on a proportional basis, i.e., three quarters state funds and one quarter local funds from the beginning of the project.

8. The ICCB, IBHE and CDB should take into consideration at a minimum: 1) long range maintenance cost: 2) energy conservation; 3) accessibility to handicapped persons; and 4) life/safety codes; for future construction and renovation, remodeling and rehabilitation of facilities. They should also:

   A. Encourage community college districts to request funds for rehabilitation and remodeling of space in accordance with the current budget category and guidelines.

B. Tie priorities for reimbursements to proposals for remodeling current space and initiating steps to realize energy conservation projects and especially:

1. Encourage the collection, evaluation, and dissemination of data on current energy consumption.
2. Develop and adopt performance standards for new and remodeled projects.
3. Enlist the assistance of professional organizations to evaluate alternative approaches to conserve energy and stabilize utility costs.

C. Consider legislation to allow tax authority to college districts to meet standards similar to the health/life/safety provisions of the school code.

9. The following guidelines are recommended for use in planning space needs:

A. Identify "core" facilities and set priorities for realizing basic facility needs.
B. Consider the feasibility of using off-campus space for evening and specialized programs and remodeling available space to accommodate current programs.
C. Allocate fiscal resources in order to provide for the most expeditious completion of core facilities for each campus.

10. A feasibility study should be conducted by the ICCB staff that includes the following concepts as they relate to the Illinois public community colleges:

A. Initiation of a program for community college districts similar to that established at the public universities (space remodeling, renovation and rehabilitation--"SR^3") that will provide a basis for financial support.
B. Consideration of legislation to provide interest free loans to college districts similar to the School Building Commission program.
C. Investigation of extension of the Capital Assistance Program of debt service on local bonds to community college districts.

11. The Capital Finance Study Committee supports the recommendation of the Uniform Accounting Manual (UAM)/Unit Cost Study (UCS) Advisory Committee that all movable equipment costs expended from the Operating (Educational and Building and Maintenace) Fund and the Site and Construction Fund be included in the regular Unit Cost Study and the Credit Hour Grant formula.

12. A clarification is needed and should be developed by the ICCB staff on the responsibility of both the ICCB and the IBHE for approval of 100% locally funded construction projects where reimbursement will not be requested from the State and reported back to advisory groups for reaction and recommendation.

13. No capital funding formula should be utilized after FY 1980, and ICCB policies and procedures should be changed to reflect the Committee recommendations included in this report.

14. The ICCB Capital Finance Study Committee should develop a position paper to clarify terms such as "essential basic core facilities" and "emergency repairs" along with any criteria and/or guidelines for the review and approval of construction projects.

15. A Community College Construction Review Panel should be established to review requests for state funding for construction projects. This Review Panel is to be appointed by the ICCB and include the following:

    a) Two community college administrators (and an alternate) nominated by the Council of Presidents
    b) Two community college trustees (and an alternate) nominated by the Trustees Association
    c) Two representatives (members and/or staff) of the ICCB
    d) A representative of the Illinois Board of Higher Education
    e) A representative of the Capital Development Board

16. The following four procedures should be utilized in the priority order as listed below for the review and approval of state aid for community college construction projects beginning with the FY 1981 budget requests:

    a) Essential basic core facilities for each community college would be developed on the basis of programmatic need for that college in relation to other colleges of comparable size, location, and programs and the approved Master Plan for that college. Such proposals would be submitted to the ICCB office for analysis and would be subject to review by the Community College Construction Review Panel prior to recommendation to the ICCB and IBHE.

    b) Remodeling/renovation projects would be considered to meet the following needs:

        i) handicapped students
        ii) energy conservation
        iii) emergency repairs
        iv) programmatic changes

        Criteria and standards of the Capital Development Board shall be utilized in the review and approval of remodeling/renovation projects for (1) handicapped students, (2) energy conservation, and (3) emergency repairs. The ICCB and IBHE staffs shall review and provide recommendations on remodeling/renovation projects submitted for programmatic changes subject to review by the Community College Construction Review Panel prior to recommendation to the ICCB and IBHE.

    c) Reimbursement for previous construction projects eligible under Public Act 80-1200 (H.B. 2798) would be based on prioritization resulting from utilization of the procedures for essential basic core facilities (Item #a above), remodeling/renovation (Item #b above), and/or other new space not considered as essential basic core facilities (Item #d below) subject to review by the Community College Construction Review Panel.

    d) Other new space not considered as essential basic core facilities would be considered based on programmatic needs resulting from review by the ICCB and IBHE staffs in a manner similar to that used for the review and approval of new space for programmatic needs at the state universities (subject to review by the Community College Construction Review Panel).

Appendix A (Enrollment Projections by College), Appendix B (Educational Outcomes by College), Appendix C (Personnel Data by College), and Appendix D (Capital Facilities Data by College) were deleted due to small size of type prior to the document's being sent to the ERIC Document Reproduction Service.

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